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ABSTRACT

This hearing report, one of a series on the reauthorization of the Higher Education Act of 1965, contains testimony concerning Titles I, VI, and XI of that Act. Title I authorizes a series of programs designed to aid the nontraditional student. Title VI provides funds for fellowships, the establishment of national resource centers, language resource centers and business and international education programs. Title XI addresses partnerships for economic development and urban community service. This hearing consisted of two panels which included students and individuals from universities, national higher education associations, congressional representatives, and community colleges. The witnesses addressed the following issues: the needs of part-time and adult students, the internationalization of higher education, foreign language learning, study abroad, cooperative education programs, the needs of urban areas and the role that urban universities can play there, and educating the workforce. The prepared statements of the witnesses as well as supporting documents and supplemental materials are included. (JB)

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HE 025 367

HEARING ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965: TITLES I, VI, AND XI

HEARING

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDRED SECOND CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, DC, JULY 24, 1991

Serial No. 102-55

Printed for the use of the Committee on Education and Labor

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HEARING ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965

WEDNESDAY, JULY 24, 1991

House of Representatives,
Subcommittee on Postsecondary Education,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to call, at 9:37 a.m., Room 2175, Rayburn House Office Building, Hon. William D. Ford [Chairman] presiding.

Members present: Representatives Ford, Hayes, Sawyer, Serrano, Andrews, Reed, Molinari, Klug, Goodling, Roukema, Gunderson, and Olver.

Staff present: Thomas Wolanin, staff director; Diane Stark, legislative associate; Jack Jennings, counsel; Gloria Gray-Watson, administrative assistant; Brent Lampkin, staff assistant; Jo-Marie St. Martin, education counsel for the minority staff; and Rose DiNapoli, minority professional staff member.

Chairman **Ford**. Today, we convene the Postsecondary Education Subcommittee's 39th of 44 hearings on the Reauthorization of the Higher Education Act. Today's hearing will focus on Titles I, VI, and XI of that Act.

Since we are drawing close to the end of the hearings we have observed that we have only two field hearings left. On Friday of this week, there will be a hearing in South Bend, Indiana. On Saturday, there will be a hearing in New Orleans. The hearing in New Orleans will be the follow-up hearing on historically black colleges that started here with the Washington hearing.

The other remaining hearings will be here in Washington. We hope to conclude by the end of next week, and begin working on a bill shortly thereafter.

Title VI provides funds for fellowships, the establishment of national resource centers, language resource centers, and business and international education programs. All programs authorized under this title assist institutions of higher education in providing international education, and Title VI is a legacy of the National Defense Education Act.

Title I of the Higher Education Act authorizes a series of programs designed to aid the nontraditional student. Except for the Student Literacy Corps Program, none of the Title I programs has received funding.

Title XI is partnerships for economic development and urban community service. Part A authorizes funds for urban universities to work in cooperation with government, labor, business, and industry to conduct activities that promote economic development.

While Title XI has not received funding in the past, the Senate fiscal year 1992 Appropriations Bill provides $10 million for the Part B Urban Community Service Program, which provides funds to urban universities for use in applying their resources to help solve the problems of the urban area in which they are located.

I look forward to hearing the testimony from our witnesses today. Before I recognize the panel, I recognize the gentlelady from New Jersey.

Mrs. **Roukema**. Mr. Chairman, I have no opening statement, except to acknowledge that these have been most extensive and complete hearings. I do not know if you are out to set some kind of a record, but I think we probably have.

I want to commend you for not only the number, but the depth of the hearings that you have had. We haven't come to necessarily a complete agreement on how we are going to address the Reauthorization, but it has not been for want of trying and for want of having the best possible expertise brought directly before the committee.

I thank you for the past hearings and certainly for this one that we are going to benefit from today.

Chairman **Ford**. I thank the gentlelady. I would like to observe that this morning I looked at our score sheet. While nobody was looking, the President actually signed into law either eight or nine pieces of legislation from this committee this year.

While everybody had their attention on what is yet to be done on this bill and what is yet to be done on some of the labor legislation that we have reported from the committee, the fact is that we have plodded along and the President has not vetoed anything from this committee this year. He has, indeed, signed them all.

We have not had Rose Garden ceremonies with the signings, but there are, nevertheless, Public Acts now.

Mr. Sawyer.

Mr. **Sawyer**. Thank you, Mr. Chairman.

I also want to thank you as we draw to the end of this series of hearings. They have been extraordinary. I have every confidence that they will be the genesis of consensus around the work that has gone on this Spring.

We are going to be discussing three titles this morning, which are of enormous importance. All of them have been on the books, now, for some time. However, they will be influential in the changing demographic patterns and in the internationalization of just about every aspect of our lives, including how we educate children and how we retrain adults.

The one that I am particularly interested in this morning is Title XI. Title XI has been on the books for some time, but it is clear that whoever wrote Title XI initially was a man of great vision and insight into the needs of the next century. I really believe that the needs addressed by Title XI have as much potential for beneficial effect as the Moral Act had in this century.

Also, I just want to mention that we look forward to hearing from our witnesses, two of whom are friends and colleagues from Ohio.

Chairman **Ford**. Without objection, it is agreed to that other members who wish to submit their statement may do so.

Mr. Reed.

Mr. **Reed**. Thank you, Mr. Chairman.

I just want to join my colleagues here in commending you on these series of hearings. I look forward to the testimony of the witnesses on these important aspects of the Higher Education and Reauthorization Bill.

Thank you, Mr. Chairman.

Chairman **Ford**. Thank you.

Mr. Goodling.

Mr. **Goodling**. I would ask unanimous consent to have my statement included in the record. Since we are dealing with nontraditional students, I have some legislation that I think deals with that issue. I would like to include my statement in the record.

Chairman **Ford**. Without objection, it is agreed to.

[The prepared statements of Hon. William F. Goodling and Hon. Donald M. Payne follow:]

The Honorable William F. Goodling
Of Pennsylvania
July 24, 1991
Hearing
Reauthorization of the Higher Education Act

Mr. Chairman, I am pleased that we are holding this hearing today on Title I, Nontraditional Students, Title VI International Education, and Title XI, Partnerships for Economic Development and Urban Community Service.

I am especially pleased for it will focus on the problems of non-traditional students. This is why I introduced H.R. 2852, the Partnerships for Educational Advancement Act. This bill will provide incentives for two-year postsecondary institutions of higher education and four-year baccalaureate degree granting institutions to create articulation partnerships between the two year schools and the four year schools. The bill also creates a scholarship program for students at two-year institutions to continue with their education toward a baccalaureate degree.

Since we know that more than one-half of all first-time first-year students attending postsecondary institutions attend community or junior colleges, and because almost one-half of minority students enrolled in higher education attend two-year institutions, these institutions represent a substantial and an important educational resource. The bill is designed to help assist students in bridging the gap between two-year to four-year institutions, enabling them to reach their individual potential, as well as contribute to the larger society.

This Act, which amends Title I of the Higher Education Act, will ensure that academic credits earned at a two-year institution will be transferable to a four year baccalaureate institution. Below is a Section-by-Section description of the bill.

Again, Mr. Chairman, I wish to thank you for holding this hearing.

Section-by-Section
Summary

Section 1. Short Title -- This section names the bill "Partnerships for Educational Advancement Act of 1991

Section 2. Articulation Agreements -- This section amends the Higher Education Act of 1965 by creating a $50 million program for articulation agreements between partnerships of 2-year and 4-year institutions of higher education. The section includes the findings and purpose of the programs.

The bill requires the Secretary of Education to make grants, from amounts appropriated, to States to enable States to make awards to articulation partnerships between 2-year postsecondary institutions and 4-year postsecondary institutions.

The Secretary is required to allocate the funds to the States according to a formula when amounts appropriated equal or exceed $50 million. The Secretary is required to make grants on a competitive basis when the amount appropriated is less than $50 million.

Each State desiring to receive a grant under the program submits an application to the Secretary. The application requires (1) the designation of a sole State agency as the State agency responsible for administering the program, (2) a description of how funds will be allocated, (3) certain assurances, and (4) provision for an annual submission of data concerning uses of funds and students served.

Each local partnership that desires to receive a grant from a State is required to submit an application that includes certain information including assurances that academic credit earned at the institutions in the partnership are transferable to the other institutions in the partnership, inservice training for teachers, and counseling services for students. Grants are for six years.

The State is authorized to use up to three percent of the State money for administration.

The State is required to give priority to grants which (1) encourage teacher education, (2) are participating in "Tech-Prep" education programs, (3) contribute their own institutional resources, (4) are not subject to a default reduction agreement, and (5) encourage articulation in subject areas of national importance as determined by the Secretary.

States are required to submit annual reports to the Secretary on the operation of the program. The Secretary is required to evaluate the programs and disseminate information about the most successful programs and the causes for success.

Section 3. Articulation Scholarships -- This section creates a $30 million scholarship program for students enrolled at a 2-year institution in order to enable students to continue their postsecondary education by pursing a bachelor's degree at a 4-year institution.

The Secretary is required to conduct a national competition for selecting scholarship recipients. Scholars are selected on the basis of superior academic ability and leadership potential and priority is give to students demonstrating superior academic ability and financial need. The institution at which the student is enrolled must contribute a twenty percent match of the federal funds. The awards are for the second through fourth year of college and may not exceed $10,000.

DONALD M. PAYNE, MEMBER OF CONGRESS

JULY 24, 1991

HEARING ON TITLES I, VI, XI OF THE HIGHER EDUCATION ACT

OPENING STATEMENT:

MR. CHAIRMAN LET ME COMMEND YOU FOR CALLING A HEARING ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT AND SPECIFICALLY TITLES I,VI AND XI.

THE NUMBERS OF "NONTRADITIONAL" STUDENTS WHICH INCLUDE, OLDER AND PART-TIME STUDENTS HAVE INCREASED DRAMATICALLY. WE MUST ENCOURAGE EDUCATIONAL PROGRAMS AND SUPPORT SERVICES FOR THE ADULT STUDENT.

ADDITIONALLY, IN ORDER FOR THE UNITED STATES TO STAY COMPETITIVE GLOBALLY, WE SHOULD ENCOURAGE INTERNATIONAL EDUCATIONAL PROGRAMS.

FINALLY TITLE XI GRANTS ENABLE INSTITUTIONS OF HIGHER EDUCATION, BUSINESS, LOCAL GOVERNMENT AND OTHER ORGANIZATIONS TO COME TOGETHER TO CONDUCT VARIOUS PROJECTS AND PROGRAMS INCLUDING SHARING RESOURCES AND PERSONNEL, AND RESEARCHING AND SOLVING LOCAL ECONOMIC DEVELOPMENT PROGRAMS. UNFORTUNATELY, THIS TITLE RECENTLY HAS NOT RECEIVED ANY FUNDING AND SINCE MANY OF OUR CITIES ARE IN SUCH TERRIBLE ECONOMIC SHAPE PERHAPS THEY COULD POSSIBLY BENEFIT FROM THESE PROGRAMS IN THE FUTURE.

I WOULD LIKE TO WELCOME THE WITNESSES AND I LOOK FORWARD TO HEARING TESTIMONY ON THESE ISSUES.

The first panel will be Mr. Davydd Greenwood, Director for the Mario Einaudi Center for International Studies in Ithaca, New York. He is accompanied by Mr. Gilbert Merkx, Director of Latin American Studies Center, University of New Mexico, Albuquerque, New Mexico; and Ms. Ann Olsen Schodde, Vice President for Development, Des Moines Area Community, Des Moines, Iowa.

We also have on this panel: Mr. G. Richard Tucker, President, Center for Applied Linguistics, Washington, DC.; Mr. Richard Brecht, Director, National Council of Organizations of Less Commonly Taught Languages, Washington, DC.; and Dr. Barbara Burn, Associate Provost, International Programs, University of Massachusetts-Amherst, Amherst, Massachusetts.

Without objection, the prepared statements of the witnesses will be included in the record immediately following their oral presentation.

We will start first with Mr. Greenwood. You may supplement, add to, or summarize your statement in any way you feel would be most helpful for the record.

STATEMENTS OF DAVYDD GREENWOOD, DIRECTOR, MARIO EINAUDI CENTER FOR INTERNATIONAL STUDIES; ACCOMPANIED BY GILBERT MERKX, DIRECTOR, LATIN AMERICAN STUDIES CENTER, UNIVERSITY OF NEW MEXICO; AND ANN OLSEN SCHODDE, VICE PRESIDENT FOR DEVELOPMENT, DES MOINES AREA COMMUNITY COLLEGE; G. RICHARD TUCKER, PRESIDENT, CENTER FOR APPLIED LINGUISTICS; RICHARD BRECHT, DIRECTOR, NATIONAL COUNCIL OF ORGANIZATIONS OF LESS COMMONLY TAUGHT LANGUAGES; BARBARA BURN, ASSOCIATE PROVOST, INTERNATIONAL PROGRAMS, UNIVERSITY OF MASSACHUSETTS-AMHERST

Mr. **Greenwood**. On behalf of the Interassociation Task Force on Title VI and 102(b)(6) of Fulbright-Hayes, Gill Merkx, Ann Schodde, and I have come to try to answer your questions and to add a few points to our written records of testimony.

We would also like to request submission of the Task Force Report into the records of the committee for your consideration.

The coalition that we represent is important and unusual in that it represents an agreement among the six higher education associations to a common position on Title VI. This is an unprecedented level of agreement and should suggest something about the importance of the current movement in the internationalization of American higher education.

Four-year institutions, community colleges, and research universities feel the pinch, if not in the same way, at least to the same degree.

One of the principal points behind our position is that it is a direct Federal responsibility to intervene in international expertise generation.

The conduct of the foreign policy of the United States, as well as our economic conduct in an increasingly competitive arena necessarily means that there is a Federal responsibility to seed to the manpower requirements and the human resource possibilities that the Nation really needs in order to be able to deploy itself effectively.

At the present time, Title VI is the only specific piece of legislation that deals directly with expertise generation, creation, and maintenance. Therefore, it is the absolute cornerstone of the Federal approach, and deserves attention as such.

Another key feature of Title VI is that it has a very small budget. It has an enormous multiplier effect. It shows the success of the program, and that is positive in the sense that the leveraging that it has achieved has been very effective.

On the other hand, the down side of a leveraging program is that when the leveraging goes too far, the decelerator effect can set in. You can see a decline and even a collapse of the system, which has been effective, if it is pressed too far.

It is our contention that, financially, the program is so strapped that it has reached that point.

We face a situation of increasing national need. At the same time, we have decreasing availability of international expertise, partially through the aging of the population of international experts, and simply through the increase in demand.

There is a demonstrated utility of this expertise to the public. We have included that in the record. We face increased demands from the private sector for the services of international education.

USAID and other agencies of that sort are also after the international expertise that Title VI provides in a very serious and renewed way.

Primary and secondary education all across the Nation has passed requirements for language, and international competence feels this very urgently. Textbook materials, training for teachers, and possibilities for further continuing education for teachers are all things that Title VI has to address, but with insufficient resources.

The increased demands of 2 year and 4 year institutions for internationalization across the board are clear. They are difficult to address without more.

What we really need is a comprehensive continuum of learning opportunities that start with beginning schooling and go through the end of working life, built on a core of international expertise which is solely provided by Title VI.

We realize that funding is not the purview of this committee. Nevertheless, we request and seek the support of the committee in the appropriations process because of the nature of the mismatch between the Federal budget and the importance of this particular set of issues.

Our proposals themselves, which are outlined in our report, are adjustments rather than fundamental restructuring of the Title VI system. In other words, we agree with its basic approach and tactic.

We want to retain the expertise generation model, but we try to broaden the sectoral balance and responsiveness of the programs to address the needs of these new constituencies or the increased needs of existing constituencies.

We also seek a better array of linkages between experience-based international education, study abroad, and exchange programs. We worked these in throughout our proposal for Title IV.

We also requested that 102(b)(6) of Fulbright-Hayes be moved into Title VI in order to achieve better oversight, in order to achieve annual review, and also because the program is currently administered by the Center for International Education in the Department of Education.

It is necessary to match the level of national need with the level of support. We have recommended an authorization cap of $130 million. The previous high appropriation for Title VI in 1991 dollars was in 1967 at $63.5 million. This included only the four original programs under Title VI. They are currently funded at $28.3 million. This is an enormous decrease.

Since then, many new responsibilities have been added. Therefore, our authorization cap recommendation brings the original four programs back to their 1967 levels, adds the additional resources needed for the programs that the Congress has added to Title VI since 1967, and funds the modest set of new activities that we have recommended as a task force.

We are prepared and anxious to answer any questions that you have about our recommendations and anything else that you would like to know about Title VI from our perspective.

Thank you very much.

[The prepared statements of Davydd Greenwood, Gilbert Merkx, and Ann Olsen Schodde follow:]

TESTIMONY

OF

DAVYDD J. GREENWOOD
Director of the Mario Einaudi Center for International Studies,
Cornell University, and
Chairperson of the Interassociation Task Force on HEA-Title VI/
Fulbright-Hays (102(b)(6)

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

ON THE

REAUTHORIZATION OF THE HIGHER EDUCATION ACT TITLE VI, INTERNATIONAL EDUCATION PROGRAMS

ON BEHALF OF THE

American Association of Community and Junior Colleges
American Association of State Colleges and Universities
American Council on Education
Association of American Universities
Association of Urban Universities
Council of Independent Colleges
National Association of Independent Colleges and Universities
National Assocation of State Universities and Land-Grant Colleges

July 24, 1991

Introduction

Mr. Chairman and Members of the Subcommittee, I am Davydd J. Greenwood, Director of the Mario Einaudi Center for International Studies at Cornell University and Chairman of the Interassociation Task Force on HEA-Title VI/Fulbright-Hays (102(b)(6)). Thank you for providing the opportunity to present to you the work of the Interassociation Task Force on the reauthorization of the Higher Education Act, Title VI, International Education Programs.

The Interassociation Task Force represents six associations covering most of the spectrum of U.S. higher education, as follows: the American Association of Community and Junior Colleges, American Association of State Colleges and Universities, American Council on Education, Association of American Universities, National Association of Independent Colleges and Universities, and the National Association of State Universities and Land-Grant Colleges. The Task Force consisted of a diverse campus-based group with decades of experience with Title VI programs.

Over the history of Title VI reauthorizations, many different groups involved in the creation and maintenance of international competence have come to the federal government to make their case. This usually has taken the form of small coalitions or separate voices arguing for their particular programs. However, the sense of urgency about the United States' declining international competence against a backdrop of enormous international challenges is so strong within the higher education community that it has drawn our different perspectives into a single consensus position.

Mr. Chairman, I request that the Task Force's report be submitted into the record as an exhibit to my testimony. Since the report presents our recommendations and rationale in detail, I wish to focus my testimony on a broader overview of issues and background to our policy and legislative approach.

Federal Role/Title VI Background

Mr. Chairman, we are committed to the partnership that exists between the nation's higher education system and the federal government in the area of international education. It was out of a sense of national crisis about U.S. ignorance of other countries and cultures that the Congress originally created Title VI in the National Defense Education Act of 1958. Over the years, Title VI has remained the federal government's primary mechanism for meeting the nation's need for expertise in foreign languages, area and other international studies. International competence generation is a clear federal responsibility because of the direct relevance of international competence and expertise to the conduct of U.S. foreign policy, to the health and vitality of the U.S. economy in a global marketplace, and increasingly to the world leadership role of the United States on issues of global concern. Informed decisions in these areas must depend on persons who have the depth of knowledge and understanding of other languages and cultures necessary to operate effectively within those cultures; persons who know how the people of other cultures think and work and who can competently assess the political, economic, or social implications of decisions and actions.

Over the years Title VI funds have had a strong multiplier effect. Although they have represented a small percentage of total postsecondary spending for international education, they provided important incentives to universities to create and support international programs at the graduate and undergraduate levels, at two-year, four-year, and graduate institutions. The Title VI National Resource Centers for foreign language and area studies, which include undergraduate and graduate centers, train most of the nation's foreign language and area experts. Title VI foreign language and area studies fellowships (FLAS) play a key role in supporting many of the students in these centers. Today, graduates of Title VI-supported programs staff government agencies, international organizations, research institutes, university centers, and increasingly, key international positions in the private sector.

Most recently, Mr. Chairman, we have seen the Middle East Resource Centers serve the national interest during the Persian Gulf crisis. A recent survey conducted by the U.S. Department of Education's Center for International Education revealed the importance of these centers in providing expertise and assistance to local, state, and federal government agencies, elementary and secondary schools, other colleges and universities, national and international organizations, and to the local, national and international media, from the Ann Arbor News to Le Figaro in Paris. One Center reported that at least one of their faculty was on television or radio virtually every day during the crisis, while another reported fulfilling approximately 570 media requests. Yet another center wrote, "...the recent conflict forces us to rethink notions of outreach as there are several non-traditional constituencies desperate for the kind of information we are able to provide." I attach as an appendix a listing of the information media which utilized our Middle East Resource Centers.

The undergraduate programs of Title VI have funded impressive projects which infuse an international perspective into the undergraduate experience of all students, by adding an international content to the general education and core curricula of the disciplines. Many programs have been successful in linking liberal arts and professional studies such as business, teacher education, and engineering, while others have established new methods of advanced foreign language learning in combination with other disciplines, such as history or economics. Undergraduate projects not only benefit the students and faculty of the grantee institutions, but through local and regional outreach activities, knowledge is disseminated to other institutions, especially elementary and secondary schools, and citizens at-large. Often, the undergraduate project represents the first attempt by an institution to draw on the reservoir of talent and interest of its population to internationalize the entire institution. The average grant of $40-50,000 is a modest investment which typically has been matched with dollars or in-kind support, and which has served as a catalyst for further support from faculty and administrators.

Title VI also supports quality programs under the centers for international business education, business and international education training, language resource centers, research and studies, and two yet unfunded provisions for intensive summer language institutes and the acquisition of foreign periodicals. The House has provided in the FY 1992 Labor, Health and Human Services and Education Appropriations Bill initial funding for the foreign periodicals section, for which we are very pleased.

We appreciate the consistent support shown by the Congress over the years, especially in face of efforts by several Administrations to eliminate Title VI. ***Unfortunately however, over the last two decades the original federal sense of clear and strong responsibility for the nation's international expertise has diminished. As our report illustrates, funding as expressed in 1991 constant dollars, declined from the late 1960s by nearly 40% for all of Title VI, and by 55% for Title VI's original programs (graduate and undergraduate language and area centers, foreign language and area study fellowships, research and studies and language institutes). For Fulbright-Hays (102(b)(6)) the decline has been over 50%. Today, funding for these programs in FY 1991 represents a mere .0017 of the total available funds for the U.S. Department of Education. We hope that, given the dramatic changes in the world order and their implications for the United States here and abroad, funding increases in the last two years are the beginning of a renewed commitment by the federal government to help reverse the dangerous decline in our ability to function with knowledge and understanding in the international arena.***

New Problems, New Challenges

Title VI funds helped to establish a foundation of research and knowledge that was the nation's primary source of international expertise during the Cold War. Today, however, the structures on which U.S. foreign policy has been based since the beginning of the Cold War have collapsed. The multipolarization of political and economic power, and the globalization and interdependency of environmental, health, communications, and other issues, all point to an uncertain and yet undefined new world order, creating challenges far greater than those of 1958. The U.S. role in this new world order will be determined in part by our international expertise.

An increase in demand for international competence means a need for an increase in supply. Various sectors increasingly approach our foreign language, area, and international studies community for their expertise, such as business and other professions, the military, the international development community (USAID has just established a Center for University Cooperation in Development to create partnerships with USAID, U.S. universities, and developing countries), the information media, the elementary and secondary school system, and other colleges and universities. The kind of expertise and assistance being requested is also of greater depth and awareness than ever before. Without a strongly enhanced federal role in assisting the foreign language, area, and international studies community, the current system can not meet these new demands.

The private sector has already articulated its need for the internationalization of business and other professional education, and for a linking of professional skills with foreign language, area and other international studies. For example, a survey of corporations conducted by the Coalition for the Advancement of Foreign Languages and International Studies (CAFLIS) two years ago found that 86% of the respondents indicated their firms would place a greater emphasis on international competence among management and employees in this decade. The Council on Competitiveness and the American Business Conference also have spoken out on the importance of integrating international with professional skills. Some companies, such as AT&T, Xerox, and Motorola, are developing major in-service international education programs. Private consulting companies are often asked to provide corporate staff with foreign language and international studies expertise and training. Much of the expertise these private sector programs rely upon comes from the academic foreign language, area and international studies community, most specifically from people trained under Title VI programs, or faculty members from Title VI programs, thereby putting increased pressure on a dwindling resource.

We have seen the nation's governors, state boards of education, and chief state school officers speak out in recent years through major reports on the growing need for international education at the elementary and secondary levels. Many states have responded by mandating language and geography requirements in their primary and secondary school curricula. Who will provide the education? Who will teach the teachers, if not the programs supported by Title VI? Again, there are numerous examples of the graduate and undergraduate foreign language, area and international studies community being called upon to teach the teachers, to develop and evaluate curricula, and to provide seminars and summer institutes for students and faculty. In one recent case, a group of experts from our Middle East Centers conducted a Text Evaluation Study of 60 geography, world history and American history texts for their coverage of the Middle East and North Africa. The work was designed to assist text selection committees and curriculum coordinators of elementary and secondary schools in evaluating their texts for accuracy and adequacy of coverage of these world regions.

Colleges and universities across the nation are struggling to build international capacity in the midst of very hard financial times. Strengthening the international dimension of undergraduate education at two- and four-year institutions is pivotal both to the production of candidates for graduate international specialties and to good citizenship education. Undergraduate international education is also critical for those who will complete their education with an associate or baccalaureate degree, and whose careers will require international competence to operate effectively in a global system. At the graduate level, the need to produce more graduates with international specialties is underscored by the predicted shortfall this decade of international experts, as the declining number of specialists in training will not be able to replace all the experts retiring in the 1990s.

The depth and variety of international competence that will be needed by the 21st century can be created only through new approaches and learning strategies in international education. We can no longer get by with the sporadic, piecemeal approach of the past. We need an interrelated continuum of learning opportunities for international competence that begins at the elementary and secondary level and continues throughout adult life, that combines classroom work and research with experienced-based learning, and that links foreign language, area and other international studies with other disciplines. Title VI has the pivotal role to play here.

The federal government must demonstrate leadership with a renewed sense of responsibility and vision for addressing these challenges. In the past there has been no federal strategic plan for developing international competence, or even set of objectives, outside of the defense and intelligence communities. Today we urge the federal government to work with the higher education community and the private sector to undertake an international competence needs assessment and plan, and to provide the funding to support it. The Department of Education's Center for International Education could play a role in the study and development of such a plan through the Title VI research and studies authority.

Some Modest Solutions

Title VI does not have the funding or capacity to be all things to all sectors who seek to build international competence. It has done well with scarce funding. The expertise generation model that is the core of Title VI has established a solid infrastructure from which we can now build to meet growing demands.

We have designed a package of legislative amendments which address the concerns and needs of all higher education, which build on Title VI's current base, and which will enable Title VI to respond more effectively to the variety of demands for international capacity building. We also have taken into consideration the tight budget constraints the Congress faces.

Our amendments suggest strategic changes throughout the Title VI legislation, rather than a drastic restructuring of the statute. They would strengthen existing activities, replace outdated provisions with programs focusing on today's challenges, and underscore the interconnectedness of the various components of the legislation, all within modest authorization levels. I would like to cite three examples.

As we have seen during the Persian Gulf Crisis, the nation's 105 national resource centers are being called upon increasingly for their expertise and assistance. To further encourage dissemination and outreach activities, we propose to strengthen Section 602 with a set of optional funding packages the Secretary can make available to NRCs to work with local, state and federal agencies, including elementary and secondary schools; with the media and other organizations; with business and other professional schools; and with other institutions of higher education such as two- and four-year colleges. These funding incentives will assist the centers truly to become our ***national*** resources in the languages, areas, and cultures of the world.

Section 604 is revised to better respond to the evolving challenges of international capacity building at the undergraduate level. Subsection (a) would be focused on assisting the start-up of new programs in foreign language, area and other international studies, with a 50% matching requirement added to encourage undergraduate institutions to strengthen their commitment. Subsection (b) would support undergraduate programs of demonstrated excellence, also with a 50% matching requirement. Since institutions throughout the nation vary in their level of sophistication in international education, the new subsection would offer a menu of options from which an institution can choose to assist in making a promising program self-sustaining. The list of activities we have included represent key components of international education which need to be more effectively linked with each other, such as experience-based learning with the area studies, foreign language, and professional curricula. Subsection (b) grants would encourage such linkages.

Unlike the missions of international programs administered by other federal agencies, such as USIA or USAID, Title VI has an academic mission to teach ***U.S*** students and faculty to compete and cooperate more effectively in a global environment. In striving to carry out this mission, we must not lose sight of the importance of overseas experience as a key factor in achieving true international competence. Several of our amendments facilitate linkages with institutions abroad and enhance study and internship opportunities overseas. In addition, we are recommending that Section 102(b)(6) of the Mutual Educational and Cultural Exchange Act (Fulbright-Hays) be transferred into Title VI as a new Part C (Part C, General Provisions would be redesignated as a new Part D). This program is administered by the U.S. Department of Education under an Executive Order as the overseas program complementary to Title VI, and is funded by the Labor, Health and Human Services and Education Appropriations Subcommittees. The program is rarely reviewed and has been sorely neglected in the funding process. The proposed transfer would enable the same authorizing committees which have oversight of Title VI to have review over its complementary overseas program. In the transfer, we also urge that assurance be made of continued coordination with the J.William Fulbright Foreign Scholarship Board, the Fulbright Commissions abroad, and the U.S. Embassies; and that Section 102(b)(6) retain its permanent authorization and separate line in the appropriations process.

Citing these examples is not meant to diminish the importance of our other Title VI recommendations. They form a comprehensive set of carefully crafted amendments which enabled the Task Force to address the issues identified and achieve a consensus in the community. We urge the Subcommittee to consider the package as a whole.

Finally, I would like to comment on our proposed authorization levels. The total of the authorization levels recommended for both Parts A and B is $130 million. The last authorization cap for these programs was $55 million for FY 1987. We have calculated that in constant 1991 dollars, the peak funding level occurred in FY 1967 at $63.5 million for Title VI's four original programs cited earlier. Since FY 1967, numerous new programs and activities have been added to the title without a concomitant increase in funding. We believe that to bring the title's original programs back up to the FY 1967 level of purchasing power, and to adequately fund both the other existing programs ***and*** the new activities we are recommending, $130 million is a very modest cap.

Conclusion

At the very time the United States faces unprecedented and unpredicted changes in the world order, our nation's infrastructure for generating international expertise is losing ground rapidly. Further delay in reversing this trend will only compound our economic, foreign policy, and other international problems. Our recommendations are designed to encourage Congress to refocus attention on the urgent federal responsibility to work with the higher community in preparing the nation for our new global challenges.

APPENDIX

TITLE VI MIDDLE EAST NATIONAL RESOURCE CENTERS: OUTREACH DURING THE PERSIAN GULF CRISIS

Everytime you turned on a television or read an account regarding the Gulf War, chances were great that the Middle East expert being interviewed, or relied upon for background material, that authored a recent OP-ed piece, or perhaps recently addressed one of your school-aged children's classes -- had either been educated at or was directly affiliated with one of the Title VI National Resource Centers.

One major beneficiary of the expertise available at the Centers was the Nation's information media. Centers filled press requests from TV, radio and newspapers for background material on Kuwait, Iraqi residents to appear on TV, and Arab/Muslim specialists for talk shows. (Partial media listing below)

TELEVISION:

ABC (National & Local)
CBS
NBC
CNN
BBC
CBC (Canadian)
RTI (Italian)
Financial News Network
Christian Science Monitor
Cable Vision

PRINT:

Wall Street Journal
New York Times
Chicago Sun Times
Chicago Tribune
Washington Post
Los Angeles Times
Liberation (Paris, FR)
Excelsior Newspaper (Mexico)
Nation
Newsday
Richmond Times-Dispatch
The Cincinnati Enquirer
Ann Arbor News
San Diego Union
Juneau Empire
Boston Globe
Business Week
Education Week
Chronicle of Higher Education
Village Voice
Jordan Times
Nashville Tennesean
Le Figaro (Paris)
U.S.A. Today
Jerusalem Report
The Kansas City Star
Time Magazine
Dallas Morning News
New Haven Register
Sydney Herald
New York Magazine
Le Soir Newspaper (Belgium)

NEWS SERVICES:

Associated Press
Knight Ridder/Tribune News
Reuters
Islamic Information Service
Deutsche Presse Agentur
City News Service (Chicago)
Cox Newspapers
Copley News Service
Gannett News Service
United Press International

Center Experts appeared on all radio stations local, national and international, including National Public Radio, Voice of America and Radio Free Europe and major television shows such as:

> ABC (Nightline, Good Morning America, ABC Evening News); CBS (CBS Evening News, Sunday Morning, America Tonight, Morning Show); NBC (Sunday Morning News, Today Show); PBS (MacNeil/Lehrer News Hour).

The information contained in this document was based on data submitted by the following Middle East Centers:

COLUMBIA UNIVERSITY
Middle East Center

HARVARD UNIVERSITY
Center for Middle Eastern Studies

OHIO STATE UNIVERSITY
Middle East Studies Center

PRINCETON UNIVERSITY
Middle East Center
(with NEW YORK UNIVERSITY)

UNIVERSITY OF ARIZONA
Middle East Center

UNIVERSITY OF CALIFORNIA - BERKELEY
Middle East Studies Center

UNIVERSITY OF CALIFORNIA - LOS ANGELES
Near Eastern Center

UNIVERSITY OF CHICAGO
Middle East Center

UNIVERSITY OF MICHIGAN
Center for Near Eastern Studies

UNIVERSITY OF PENNSYLVANIA
Near East Studies Center

UNIVERSITY OF TEXAS
Middle East Studies Center

UNIVERSITY OF UTAH
Middle East Center

UNIVERSITY OF WASHINGTON
Middle East Studies Center

Excerpted from survey results of the U.S. Department of Education, Center for International Education, March 1991

TITLE VI REAUTHORIZATION:

A PERSPECTIVE FROM THE FOREIGN AREA STUDIES COMMUNITY

Prepared for Testimony

before the Subcommittee on Postsecondary Education

of the Comittee on Education and Labor

of the United States House of Representatives

by

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Co-Chair
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(CNRC)

Member
Inter-Association Task Force on Title VI Reauthorization
American Council on Education

Wednesday, July 24, 1991

Mr. Chairman, Distinguished Representatives, Ladies and Gentlemen, I appreciate this opportunity to present my views. My name is Gilbert W. Merkx, and I am Director of the Latin American Institute at The University of New Mexico and Co-Chair of the Council of Title VI National Resource Center Directors. I have been serving as a Member of the Inter-Association Task Force on Title VI Reauthorization of the American Council on Education and other higher education associations.

Foreign Area Studies: An Endangered Species

The importance of Title VI of the Higher Education Act can best be appreciated if the nation's foreign language and area studies programs are considered an endangered species that is trying to survive in a hostile environment. Foreign language and area studies programs in the nation's universities are almost as marginal in their own institutions as international education programs are in the larger context of education programs in the federal government. The fragility of university-based foreign area studies gives Title VI a national importance far beyond what is implied by the size of Title VI in the Federal budget.

Our colleagues in the Federal government may view the American university with some envy, seeing it as more stable and less internally politicized than the institutions of government. That perception is probably mistaken. Officials in all branches of government tend to stay in office longer than university administrators, whose average survival is less than five years. The allocation of resources inside the university is not less controversial or difficult than the Federal budget process, it is simply less public. The budgetary power of the central university administration is subject to intense lobbying by academic departments, a process encouraged by the relative autonomy of the departments. The long-term success of the academic department depends upon the tenacity with which it defends its disciplinary priorities and its resources in competition with other academic units.

The Darwinian character of this environment is especially problematic for foreign area studies programs, which must depend upon the departments for course offerings. The promotion of interdisciplinary objectives by the foreign area center is likely to run counter to the disciplinary priorities of the academic department. Most departments view a concentration of foreign language and area studies talent in roughly the same way that environmentalists view an oil spill, namely, as requiring immediate dispersion.

The Importance of Title VI Programs

Given the generally unfavorable context faced by foreign language and area studies programs, the National Resource Centers (NRCs) and Foreign Language and Areas Studies (FLAS) Fellowships funded by Title VI of HEA play a critically important role in generating additional internal university funding. Title VI NRC funding is used to support such key program components as course offerings in the critical rare languages, foreign area library materials, speakers and colloquia, student advisement, dissemination of research, and educational outreach to the larger community. FLAS fellowships allow the area studies program to recruit graduate students with the talent and determination necessary to master one or more foreign languages, do research abroad, complete a graduate program, and after all this training, take a vow--if not of poverty--of modest future income.

It must also be recognized that the other Title VI and Fulbright-Hays 102 (b) (6) programs, such as undergraduate programs, centers for research on language acquisition, the acquisition of foreign periodicals, summer language institutes, dissertation and postdoctoral research, and international business education, are all functionally interlinked with NRCs and FLAS to form a mututally supportive whole. For example, the Doctoral Dissertation Research Abroad program of Fulbright-Hays 102 (b) (6) is now the only remaining program to which graduate students can apply for dissertation support in some foreign area fields. All these programs together have made a remarkable contribution to the meeting our nation's need for foreign language and area expertise.

It is important to note that the competitive nature of the Title VI NRC peer-review award process confers national ranking. Given the invidious nature of universities, this status offers internal prestige to the center that could not possibly be achieved by other means. The achievement of Title VI NRC status by a foreign language and area center is usually viewed as a major accomplishment that validates the university administration's investment in foreign language and area studies and encourages further investments.

As a result, Title VI funding exerts an extraordinary multiplier effect. In 1978-79 Schneider estimated that Title VI contributed 9.1% of the cost of center budgets,[1] and in 1981 the Rand report estimated the figure at 6%, with universities contributing 91% of the cost and other sources only 3%.[2] There is no reason to think that the multiplier effect has lessened since.

A few years ago it was suggested since Title VI funding provides less than 10% of NRC program support at most campuses, the loss of Title VI funding would be compensated by other funds or at least would not lead to major program cuts.[3] This argument is reminiscent of the story about the farmer who tried to save money by feeding his horse less and less every day. At first the farmer did save money, but eventually the horse died!

With respect to Title VI, a discontinuation of Federal funding would have a **reverse** multiplier effect, leading to major disinvestments in area studies by universities. The range of leverage estimates already mentioned suggests that the loss of Title VI support might result in an additional disinvestment at least ten times the size of the Title VI loss. Without Title VI or a similar Federal program, many foreign language and area centers would cease to exist and the nation's remaining foreign language and area programs would decline sharply in quality. The levels of Federal support for NRCs and FLAS fellowships provided by current appropriations are terribly inadequate and may already be approaching such low levels that the process of university disinvestment in foreign language and area studies will begin.

It must be recognized that efforts to diffuse international knowledge depend in the first instance on the creation of knowledge, and that the use of foreign language and area specialists for teaching in applied fields such as business and government depends upon the prior availability of the specialists. The comprehensive National Resource Centers train the foreign language and area specialists upon whom the entire edifice of U.S. international education rests. Should Title VI funding of the NRCs, FLAS fellowships, and other supportive Title VI programs, be discontinued or reduced below viable levels, the nation's international competence in all areas would be threatened.

Conclusion

The challenge facing those who believe that the national interest requires foreign langague and area expertise in the United States, therefore, is to protect the remarkable, but fragile, achievement represented by the Title VI National Resource Centers for Foreign Language and Area Studies, the FLAS Fellowship Program, and all the other Title VI programs ranging from the undergraduate to the post-graduate level, which together form an integrated whole that has served this nation well.

Today the basic infrastructure of foreign language and area studies at U.S. universities is eroding at the very time the world order is being dramatically, and unpredictably, transformed. Another problem is generational. Most of today's foreign area specialists entered the field in the 1960s and early 1970s as the result of NDEA Title VI. But the end of rapid growth for U.S. universities and the decline of funding for foreign language and area studies led students to seek other fields. Today's foreign area programs are dominated by older scholars and are scarce in younger scholars. Recent manpower studies suggest a major loss of foreign language and area experts from retirement in the next ten years.

Will America's depreciating foreign language and area expertise be replaced? That depends on two factors: first, on whether the nation's colleges and universities continue to invest in international education, and second, on whether future generations of foreign language and area specialists are trained. If we can assure the availability of this critical stock of expertise, we then can and should proceed to more broadly internationalize American education and other institutions as well. The programs developed under Title VI have been highly successful in meeting their goals, at least when sufficient Federal funding was provided. Continuation of these programs, with the improvments recommended by the Inter-Association Task Force of the higher education community, is essential to the nation's ability to cope with the newly emerging international realities and the challenges they pose for the United States.

NOTES

[1] Ann I. Schneider, "NDEA Centers: How They Use Their Federal Money," in President's Commission on Foreign Language and International Studies: Background Papers and Studies, (U.S. Government Printing Office, Washington, D.C., November 1979, pp. 169-174.)

[2] Lorraine M. McDonnell, et. al., Federal Support for International Studies: The Role of NDEA Title VI (Santa Monica: The Rand Corporation, 1981), p.38.

[3] Wayne Clifton Riddle, "Foreign Language and International Education: The Federal Role," (Library of Congress: Congressional Research Service, November 20, 1989).

TESTIMONY

OF

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and

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HEA-Title VI/Fulbright-Hays (102(b)(6))

BEFORE THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION
COMMITTEE ON EDUCATION & LABOR

U.S. HOUSE OF REPRESENTATIVES

ON

REAUTHORIZATION OF TITLE VI
OF THE HIGHER EDUCATION ACT

On behalf of the

American Association of Community and Junior Colleges
(AACJC)

JULY 24, 1991

INTRODUCTION

Mr. Chairman and members of this distinguished committee, I appreciate the opportunity to present my views to the House Subcommittee on Postsecondary Education. My name is Ann Schodde, Vice President for Development Services at Des Moines Area Community College. I served on the Interassociation Task Force on Higher Education Act-Title VI, (International Programs) and on the Mutual Educational and Cultural Exchange Act, (Fulbright-Hays) Section 102(b)(6).

The views expressed here supplement the testimony of Chairman Davydd Greenwood and the report of the task force that has been submitted into the record.

The broad topic we are addressing today is education in the context of the international economy and or global society. It means education for the vast citizenry of this nation in matters of international concerns which increasingly we cannot separate from domestic issues. This subject is large and encompasses many issues. I will limit my comments to one topic: the crucial and vital commitment two-year colleges have to advancing international education, the results of support shown by Congress over the years and the need for increased assistance from the federal government to support this commitment.

Before addressing the topic, let me briefly review with you some facts about community, junior, and technical colleges.

COMMUNITY, TECHNICAL, AND JUNIOR COLLEGES

Community, technical, and junior colleges make up the largest single segment of our nations's postsecondary educational system, enrolling over 50% of the nation's entering college freshmen and 43% of the total undergraduate population. Fifty-one percent of all first-time college students taking credit classes enroll at community, technical, and junior colleges. In the fall of 1990, 10 million individuals were enrolled in one or more classes at over 1,200 two-year colleges.

Two-year colleges provide geographic and financial access to higher education for all persons over the age of eighteen years. Students include those who will transfer to a four-year college to earn a baccalaureate degree, those who require retraining for modified or new employment, those who want to obtain technical education, those new to our shores who seek assistance in learning English and new job skills, those pursuing life-long learning, and those for whom no other door in higher education is open such as high school drop-outs and part-time students. Increasingly, foreign students are discovering our colleges. In 1990, Miami-Dade Community College enrolled over 5,500 foreign students, the largest such enrollment at any single institution of higher learning in this country.

In serving its broad constituency, the two-year college has dedicated itself to the art and skills of teaching. Teaching--not research--is the primary responsibility of its faculty. The faculty combine professors with advanced degrees in specialized fields, technically skilled teachers with extensive practical experience, and counselors committed to providing guidance and support to different student populations.

The national voice and leadership of community, technical, and junior colleges is the American Association of Community and Junior Colleges located here in Washington. It serves the broad public interest of its member institutions, approximately 1,150 two-year colleges. To accomplish its mission, the Association has a Public Policy Agenda which articulates goals and areas of priority. One of the Association's top five priorities is International/Intercultural Education.

TWO-YEAR COLLEGES AND INTERNATIONAL EDUCATION

Two-year colleges are generally controlled by a board of local citizens, and work closely with the local communities they serve, particularly for economic development. Over 75 percent of public U.S. community colleges provide local business and industries with customized employee training. During the last two decades, these business/education partnerships have played a significant role in the establishment of international business centers, often partially supported by Title IV grant monies.

During the 1980's communities everywhere have felt the impact of international events and issues. Despite the national recession and scarce resources, community colleges have responded to demands and challenges for increased international education. The results are visible in the expansion of international college-related activities and events in cities and communities, enrollment of thousands of foreign students, faculty exchange programs, study abroad programs and development of international curricula for the domestic campus.

Several national trends are responsible for this increased activity and active response from community colleges in the development of international education programs.

- **Increased involvement of the United States in a global economy which has filtered down to its cities and towns--to local communities.**

  Community college leaders recognize they cannot train and retrain large numbers of American technical workers without first preparing students to understand other cultures and, within that context, the types and speed of change occurring throughout the world.

  All segments of business, industry, and agriculture increasingly recognize it is imperative that they learn about international economic and political developments and international trade if they expect to remain and/or become more competitive in this interdependent world.

In addition educators throughout the U.S. have found evidence of a growing knowledge deficit about the rest of the world, combined with a compelling need to accelerate citizen expertise in foreign languages. These problems are particularly evident among recent high school graduates as well as older adults. It appears our country has become a nation of the globally illiterate. The challenge is real and it is huge. Two-year colleges are being called upon to help correct this deficit.

- **A dramatic growth in the number of foreign students enrolled in community college campuses.**

  The foreign student population in two-year colleges (52,442) taking college credit courses rose by 12.3% between 1988/89 and 1989/90. (International student enrollment in four-year institutions increased by 4.6% over the same period.) California enrolls over 13,000, Florida over 8500, Texas about 3500 and New York over 3000 students from abroad. "Overall, 42 states and territories enrolled more foreign students in their two-year institutions last year than in the previous year. Of these, 19 experienced an increase of 20% or more." In 1989/90 Miami-Dade had more foreign students than any other college or university in the nation. (Open Doors 1989, 1900, p. 55)

  The presence of these students has made a significant impact on faculty, students, and staff. At Des Moines Area Community College, we have 165 foreign students representing 35 countries, up from 60 students in 1984. By themselves, however, international students do not automatically make a college more international. Their experiences and insights remain locked unless our colleges develop programs that incorporate the wonderful resources of these international students into the general curriculum for the benefit of our American students.

- **Increased requests from foreign nations who want to learn, engage in cooperative ventures with and in some cases adopt our two-year college model.**

  Visiting delegations are impressed with the structure, management, mission, and programs of community colleges. Increasing numbers of foreign visitors recognize the potential of this kind of institution to meet the education and training needs of their own countries, particularly in the areas of adult education, literacy and economic development. For example, Des Moines Area Community College entertains an average of two to three foreign delegations each month and was recently funded by the USIA to help establish a community college in the Russian Republic.

  These visitations can result in genuine exchange programs for staff and students and can further the interest in and practical application of foreign languages. They can provide faculty and students working and studying with international professors, teachers, and students both within our country and abroad an invaluable exposure to different perspectives and peoples.

Just as they have responded to plant closings, adult literacy needs, and the need for small business development and remedial education for high school drop outs, community, technical, and junior colleges throughout the country are currently aggressively responding to these trends with education and training in international education that is creative, innovative and meeting local concerns. They are developing curricula that include intercultural education and foreign languages, and courses that include knowledge of international business practices.

Much of this has been made possible by the Title VI Undergraduate International Studies and Foreign Language Program. Typical grants to two-year colleges include awards such as:

> In FY1989 Bunker Hill Community College received $45,000 to develop a 15 credit interdisciplinary certificate in international studies; develop two new self-paced, self-taught courses in Portuguese and Spanish; support faculty with 6 interdisciplinary workshops with international curriculum; and establish an international resource center at the college.
>
> In FY1990 the College of Dupage in Illinois received $58,000 to develop courses in import-export partnerships and identify export opportunities; create curriculum for a new International Trade and Tourism and International Business program; and introduce Hindi and Arabic to its foreign language curriculum.
>
> Valencia Community College in Florida will utilize its $50,000 grant to design and implement a full-time adjunct faculty development program for foreign language instructors, honors course instructors and instructors who teach international components in their classes; create a core group of four international studies and foreign language courses for the new college honors program; introduce intensive language courses in Portuguese; establish a database of student, college and community language and international cultural resources and opportunities that support instruction and that can be replicated at other colleges.

Under the Title VI, Part B Business and International Education Program:

> In FY1989 Williamsport Area Community College received $55,000 to work with business and industries to expand international economic activities in a 15 county region of Central Pennsylvania. Part of the award is designated for the introduction of trade education modules into high technology occupation programs and increasing college faculty expertise and instructional resource materials in international business.

Charles Stewart Mott Community College with 15 public and private sector organizations in Michigan received $53,000 to internationalize 20 courses, establish an individualized international trade consulting service, provide opportunities for faculty to acquire international expertise through graduate coursework and workshops, assess the curricular and non-credit training needs in export education, and develop an interactive on-line international database of local resources and expertise for use by the business community.

In FY1991 Milwaukee Area Technical College and 25 area public and private sector organizations this year received $33,600 support to "augment the efforts of the College in providing international trade development assistance to the Milwaukee business community and to infuse academic programs in business with a global perspective."

Raritan Valley Community College of New Jersey in partnership with local, state, and federal agencies plans to establish a Center for International Business Education to assist small and medium-sized exporters; develop a certificate program in International Business Education, and with its sponsors develop rountables, seminars, conferences and workshops for students and the business community.

The depth and variety of these programs depends to some extent on federal assistance. Just as it takes imagination, sensitivity, and understanding of exchange programs to create a meaningful program, it also takes financial assistance. Nation-wide, two-year colleges struggle with scarce funds.

While these awards have made a significant difference for communities and students, the reality is that the responses are few, restricted severely by the budget. Community, technical, and junior colleges like other sectors of higher education have only a limited pool of experts and are already strained in finding within the existing infrastructure and finances adequate means to meet challenges and increased demands for international education.

ACCESS TO FUNDING--TITLE VI AND COMMUNITY COLLEGES

Finding adequate support for international education efforts among two-year institutions has been difficult. Most community colleges are relatively new in the development of international education on their campuses. Frequently the lack of experience in this field has put them at a disadvantage in the federal grant competition process. Furthermore, Title VI, the major source of federal support from the U.S. Department of Education for international education has been--by virtue of its mission and original intent--somewhat oriented to four-year research institutions. And the Department of Education has, in the past, chosen to interpret the legislation so as to favor this orientation.

Although community college applications that have been submitted to Title VI in the international business and undergraduate program sections have faired relatively well compared to the total number of applications submitted by all community colleges, the number of colleges receiving help is extremely small compared to the total number of community colleges in the country. In FY1991, under Title VI, new continuing grants awarded to two-year colleges numbered 12 in the Undergraduate International Studies and Foreign Language program and 12 under the Business and International Program. At best this means that only 24 colleges of the 1200 community, technical and junior colleges received new money from the Department of Education in support of international education. This constitutes 3% of all Title VI monies in FY1991. For a break out of funds obligated, for both FY1990 and FY1991, see appendix A.

It has been especially difficult for community colleges to be successful under the Fulbright Act program. In FY1991 the Council for International Exchange awarded 18 out of 936 Fulbright awards to two-year colleges; the Department of Education under its Group Projects Abroad Program gave one grant to a community college out of 39 and under its Fulbright Hays Seminar Abroad Program awarded eight two-year colleges out of 155. The USIA Teacher Exchange Program awarded 19 out of 242 grants to two-year colleges. A recent article in the Times, a newsletter of AACJC, provides more detail and is included in the appendix of this testimony (see appendix B). Community colleges, while they may be becoming far more active in the international education arena, are a long way from receiving extensive and very much needed federal support.

TITLE VI RECOMMENDATIONS AFFECTING COMMUNITY COLLEGES

The changes in Title VI legislation as recommended by the Interassociaton Task Force address important community college concerns. The entire Task Force recognized the funding imbalance in the current legislation that favors four-year institutions and has endorsed these changes to bring a more equitable access to funding opportunities. These changes are:

- An amendment to section 604A includes additional funding on initiatives for National Resource Centers to conduct outreach activities. This will encourage universities to link with community colleges and conduct joint programs that serve community college students and faculty, as well as local citizens.
- The undergraduate section of 604B is revised to add a two-tier program; one for colleges beginning to develop international education activities and a second program open to colleges with extensive experience. This change encourages more community colleges to apply because they will compete with colleges that are at the same level of experience in international education program development. As indicated earlier, community colleges are frequently in the early stages of developing international programs. Under the current legislation they must compete with universities and other institutions who have 75 to 100-year old

traditions of strong foreign language curriculum, international exchange and business programs, international research, and international development projects. This section also specifies and encourages development of institutional linkages and short-term faculty travel. These programs are critical for two-year institutions in order to broaden and strengthen international education efforts.

- The summer language institute program authorizes summer institutes in other international areas. This change will allow universities to provide faculty development opportunities for community college instructors to study in a variety of areas in the humanities as well as business fields which they both want and need.
- The Task Force also recommends that the Fulbright Hays 102 (b)(6) section be open to all persons whose careers have an international dimension. This means that the Group Projects Abroad and Seminars Abroad programs, could be expanded to include community college technical faculty.

CONCLUSION

The International Task Force Report on Title VI, states that the outcomes of our recommendations are programs, knowledge, and people with international competence. We hope that by the year 2000, 75% of two-year colleges in America will have active, aggressive, international education activities; faculty members will have frequent opportunities to travel abroad; international internships will be available for technical as well as humanities degree students; and that every year foreign scholars will be teaching, lecturing, and learning in a wide variety of technical and humanities oriented programs on many community college campuses.

Carlos Fuentes, in an article in the Phi Beta Delta International Review on the subject of internationalizing undergraduate curriculum in California's undergraduate programs, states:

> "The wonderful thing about Americans is that they know themselves so well. The tragedy is they understand others so little."

The task is enormous; it is serious. Our nation must develop expertise among our students that enables them to be responsible, knowledgeable citizens of this world with information and skills that enable our nation to effectively cooperate and compete economically.

However, it is our belief that with your support, guidance, and leadership community colleges as well as graduate institutions and four year colleges throughout our nation will be ready to prepare an internationally aware citizenry. We are confident you will support this effort because we believe there is no other choice.

Thank you.

Appendix A

Title VI, HEA, as Amended
(Figures include new and continuation awards in the given fiscal year.)

	FY 1990	FY 1991
Part A: Undergraduate International Studies & Foreign Language		
Total funds	$2,827,848	$3,190,500
Funds to 2-yr. colleges	$531,920	$654,132
Total # of applications	125	127
2-yr. college applications	14	18
Total # of awards	55	56
2-yr. college awards	10	12
Part B: Business & International		
Total funds	$2,515,000	$2,933,500
Funds to 2-yr. colleges	$695,152	$748,750
Total # of applications	86	104
2-yr. college applications	22	24
Total # of awards	38	43
2-yr. college awards	9	12

*Total funds expended under Title VI in FY 1990 and FY1991 were $34,658,000 and $40,011,390, respectively. The two programs listed above are the activities most germane to the international programming efforts of two-year colleges. Two-year institutions are not eligible for the National Resource Centers and Foreign Language and Area Studies programs. And the purpose of the International Research and Studies and the Language Resource Centers programs primarily attract a more specialized clientele.

TOTAL HEA AMOUNT & PERCENTAGE OF FUNDS AWARDED TO TWO-YEAR COLLEGES

FY1990....................$1,227,072..........4%

FY1991....................$1,402,882..........4%

All figures were obtained from the "Program Description, Statistical Summary and Project Abstracts" issued by the U.S. Department of Education, Office of Postsecondary Education, Center for International Education, Washington, D.C. 20202-5332.

The Community, Technical, and Junior College TIMES

AACJC

July 2, 1991 • The American Association of Community and Junior Colleges • Vol. III, No. 14

USIA Fulbright Teacher Exchange Programs are Now Available

The Fulbright Teacher Exchange Program sponsored by the United States Information Agency (USIA) provides qualified applicants an opportunity to participate in international exchange. Applicants exchange positions with teachers from other countries over a semester or one year period.

The program is available in the following countries:

Country	**Participation Dates**
Argentina	July-December
Canada-Quebec*	August/September-June
Denmark	Mid-August-June
Finland	Early August-June
France*	September-July
Germany*	August-June/July
Mexico*	Six-week period TBA
Netherlands	Late July-Late June
Philippines	Mid-June-March
South Africa	January-November
Switzerland*	Fall-Summer
United Kingdom	August/September-July
USSR	September-June

*foreign language fluency required

The application deadline is October 15, 1991. Currently, two-year college faculty are under-represented in Fulbright programs and AACJC urges members to apply. At least three years' full-time teaching experience is required for the exchange program. All applicants must have U.S. citizenship, be fluent in the English language, hold at least a bachelor's degree, be employed in the appropriate subject field and at the level of the position for which the application is made, and have the approval of their school's administration. Applicants will be notified of their acceptance by late spring and are expected to attend orientation programs of the sponsoring agencies in the U.S. or abroad during July or August.

For more information contact: Fulbright Teacher Exchange Program, 600 Maryland Avenue, S.W., Room 142, Washington, D.C. 20024; 202/382-4586.

1990-91 Fulbright Award Recipients

Sen. J. William Fulbright of Arkansas in 1946 introduced legislation designed "to increase mutual understanding between the people of the United States and the people of other countries." The result of this legislation developed into an annual distribution of awards for the sole purpose of promoting international educational exchange.

Various institutions offer awards and the administration of the program is decentralized. The United States Information Agency (USIA), the Department of Education, and private organizations such as the Council for International Exchange (CIES) and the Institute of International Education (IIE), each have their programs.

During the 1990-91 academic year, CIES awarded 18 out of 936 Fulbright awards to two-year college recipients from the following colleges:

Calhoun Community College, AL
Pima Community College, AZ
San Diego Community College, CA
Cabrillo College, CA
De Anza College, CA
Middlesex Community College, CT
Hartford State Technical College, CT
Delaware Tech and Community College, DE
Montgomery College, MD
Anoka Ramsey Community College, MN
LaGuardia Community College, NY
Saint Mary's College, NC
Sinclair Community College, OH
Midlands Technical College, SC
Tarrant County Junior College, TX
Highline Community College, WA
Lehigh Community College, PA
Hudson Valley Community College, NY

The Department of Education awarded Massasoit Community College, MA, $55,000 through its group projects abroad program. The other 18 recipients were all four-year institutions. The Education Department's Fulbright-Hays seminars abroad program eight out of a

Continued on next page

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total of 155 institutions were two-year colleges. Seven of the eight are as follows:

Raritan Valley Community College, NJ
Darton College, GA
North Seattle Community College, WA
College of Lake County, IL
Delgado Community College, LA
West Valley College, CA
Nassau Community College, NY

The USIA Teacher Exchange Program awarded 242 grants for the 1990-91 year and two-year college recipients were from the following institutions:

San Diego City College, CA
West Hill Community College, CA
Chabot College, CA
Laney College, CA
Southwestern College, CA
San Jose City College, CA
King River Community College, CA
Brevard Community College, FL
North Idaho College, ID
Oakton Community College, IL
Jefferson Community College, KY
Mid-Michigan Community College, MI
Jamestown Community College, NY
Hocking Technical College, OH
Blue Mountain Community College, OR
Clackamas Community College, OR
Richland College, TX
Clark College, WA
Madison Area Technical College, WI

Chairman **Ford**. Mr. Tucker.

Mr. **Tucker**. Thank you, Mr. Chairman.

I should add that I have a colleague with me, Dr. Richard Thompson, currently Assistant Dean of the School of Languages and Linguistics at Georgetown University. He was formerly a career Federal employee in the International Education Department, who would be pleased to answer questions as well, following our testimony.

I am pleased to testify today on behalf of the Center for Applied Linguistics, the Joint National Committee for Languages, and Carnegie Mellon University. Collectively, we represent 44 organizations, concerned with all aspects of Title IV.

We speak on behalf of 250,000 members from all 50 states. We speak with one voice in calling your attention to the need to intensify our national commitment so that all Americans have an opportunity to develop the highest possible degree of language competence and international awareness.

Clearly, the national agenda remains unfinished. At present, fewer than one percent of our primary and secondary school students participate in a foreign language program in which they can develop reasonable proficiency. Fewer than 12 percent of our post-secondary students study any foreign language whatsoever.

As a Nation, we are not prepared to communicate effectively in the languages of our neighbors, our trading partners, our allies, or our adversaries. Happily, there is one Federal program which does begin to address national needs in this area. That program is Title VI.

My objectives today are twofold. First, the Authorization levels should be increased to urge that the Authorization levels to allow Title VI programs to grow and to address new areas of significant national concern. Second, we should improve the linkage provisions in the current legislation.

In my written testimony, I draw attention to five areas of significant concern. This morning, I shall elaborate briefly on only three: the language resource centers, the summer language institutes, and the research and studies program.

Existing legislation, as you have pointed out, provides for the establishment of language resource centers. Three currently exist. Concern has been raised about whether each of the centers should carry out all of the activities stipulated in Section 603, or whether individual centers should be encouraged to enhance their areas of unique and distinctive strength.

We recommend that legislation continue to provide for their establishment. In fact, we recommend that ultimately, a larger network of centers, perhaps a dozen or so across the country, be funded with the proviso that each be asked to provide a core of basic services, but also to develop an area of unique specialization.

For example, one might specialize in testing and evaluation. Another might specialize in technology applied to the improvement of language teaching, and so on.

With respect to the summer language institutes, Section 605 provided for their establishment. In previous incarnations, through NDEA and EPDA, these institutions have been shown to be an exceptionally effective mechanism for assisting individuals to acquire language skills, and to provide in-service skills and proficiency training for language teachers.

However, to date, under current legislation, these institutes have received no funding whatsoever. We urge the continuation of these institutes as presently designed, and we seek your assistance in requiring the Department to fund them.

Parenthetically, I should also note that funding of the summer language institutes would also help to alleviate the Japanese and German language teacher shortages for the international business centers.

I have a remark about the research and studies program. For a large segment of the language community, Section 606 has provided the only vehicle for funding critical applied research. This research has increased our knowledge about foreign and second language learning and teaching, has supported the development and distribution of teaching materials, and has supported the development of testing tools.

Unfortunately, the amount of annual support is typically so small, and the national need is so great that we recommend minimally a fivefold increase in the level of activity.

We also recommend that the department ask to insure that the three distinct areas: applied research, materials development, and test development each receive at least minimal funding. That is not the case at present. At present, they compete with one another for a small pot of available funding.

With respect to my second major point, the need for outreach and linkages, Section 604, undergraduate education helps to lay a foundation. However, this program really exemplifies the need for collaboration in developing an educational pipeline. To date, this is an unmet challenge.

For example, the Office of Bilingual Education provides funding for demonstration programs at the primary and middle school level to help youngsters develop English and second or foreign language proficiency at an early age. However, there is virtually no mechanism whatsoever to encourage the nurturing or the sustenance of these skills once developed, or to promote appropriate articulation between those at the early grades and those at post-secondary levels.

Title VI has never paid attention to its "feeder" system. We recommend that the Center for International Education explore methods of outreach and articulation as were called for in Section 601, Part (b) of the existing legislation.

In conclusion, Title VI has a tremendous responsibility. The major problem is that it is too small. Minimally, authorization levels should be doubled. Ideally, they should be increased fivefold.

The language resource centers, the International Business Centers, and the Summer Language Institutes are new programs that address pressing needs. The first two should be nurtured and expanded. The third must be made a departmental priority. Major changes in the program would, I believe, be premature.

In short, Mr. Chairman, Title VI is not broken. It only needs to be adjusted, fine tuned, and, most of all, expanded.

[The prepared statement of G. Richard Tucker follows:]

Testimony Presented to the
Subcommittee on Postsecondary Education
Concerning
Reauthorization of Title VI of the Higher Education Act

July 24, 1991

Presented by:

G. Richard Tucker
President, Center for Applied Linguistics

Representing:

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 National Council for Languages and International Studies
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Higher Education Act: Title VI

I am pleased to have the opportunity today to testify on the reauthorization of Title VI of the Higher Education Act. This testimony is offered on behalf of the Center for Applied Linguistics (CAL), a private not-for-profit organization of which I am President, and the Joint National Committee for Languages/National Council for Languages and International Studies (JNCL/NCLIS). CAL is dedicated to promoting the study of language and to assisting people in achieving their educational, occupational, and social goals through more effective communication, while JNCL/NCLIS is an umbrella organization which represents 44 organizations concerned with all aspects of Title VI. JNCL/NCLIS includes representatives such as the Modern Language Association and the American Council on the Teaching of Foreign Languages; professional membership organizations concerned with individual foreign languages such as the American Association of Teachers of Spanish and Portuguese, the Association of Teachers of Japanese, and the American Association of Teachers of Arabic; representatives of international education; the American Association of Collegiate Schools of Business; and language practitioners such as those represented by the American Translators Association. Collectively, these organizations speak on behalf of 250,000 members from all 50 states. The language community through JNCL/NCLIS and through CAL speaks with one voice in calling your attention to the need to sustain, and indeed to intensify, our national commitment to ensure that all Americans have the opportunity to study and to develop the highest possible degree of language competence and international awareness.

Title VI of the Higher Education Act is one of the most forward looking and dynamic educational programs ever designed. It survived as the only remaining section of the National Defense Education Act, until, in 1980, it was incorporated into the Higher Education Act with several important changes resulting from recommendations of the Report of the President's Commission on Foreign Language and International Studies (Strength through Wisdom: A Critique of U.S. Capability, Washington: GPO, 1979).

In its Critical Needs in International Education (U.S.Department of Education, 1985) report, the National Advisory Board for Title VI noted in 1985 that "the programs operated under Title VI of the Higher Education Act play a crucial role in ensuring the availability of an adequate capacity in this country for foreign language and international studies. The Board commends the aims, objectives, and accomplishments of these programs, and strongly endorses their continuation."

This Board recommended a number of important changes in the law, which were subsequently incorporated into the education amendments of 1986, including the establishment of the new category of Language Resource Centers.

Collectively, and individually, we are pleased with Title VI as reflected through the Education Amendments of 1986. As the only federal program which primarily addresses national needs in foreign languages, area, and international studies, Title VI has had to balance a number of concerns. We believe it has fulfilled the obligation to satisfy both the specialist and generalist functions of Title VI remarkably well -- it has met the specialist needs through the national resource centers program, the Foreign Languages and Area Studies fellowship program, and the centers for international business education program; and the generalist needs through the undergraduate international studies and foreign language program and the business and international education program. Other programs, such as the international research and studies program and the language resource centers program support both functions.

Our primary concern is that authorization levels be increased to allow Title VI to continue to grow and to address new areas of concern such as teacher shortages and economic competitiveness. For example, one of the most immediate and pressing concerns facing foreign languages is the lack of teachers in all languages at all levels. Data gathered by JNCL in state surveys for 1988 through 1990 indicate that 35 states have severe foreign language teacher shortages. Reports by the National Governors' Association and the Southern Governors' Association, among others, have made compelling cases for the connection between foreign languages and international education and our nation's ability to complete economically in and for international markets. Recent events in Eastern Europe and in the European Community further demonstrate our shortcomings and our needs in this arena.

Having made these general remarks, there are five areas about which I would like to comment explicitly. Each represents an area of significant national concern.

Language Resource Centers. Existing legislation provides for the establishment of Language Resource Centers which shall serve as "resources to improve the capacity to teach and learn foreign languages effectively." Currently, three centers are completing the first of three scheduled years of operation -- Georgetown University/Center for Applied Linguistics; the University of Hawaii at Manoa; and San Diego State University. Concern has been raised about whether each of the Centers should carry out all of the activities stipulated in Section 603 (e.g., conduct research on new and improved teaching methods,...develop and publish new teaching materials, ... develop proficiency testing, etc...) or whether individual centers should be encouraged to build upon and indeed enhance areas of distinctive strength. It is our view that all of the activities specified in the legislation need not be addressed by each center and that individual centers should be allowed to develop areas of unique strength.

We call the attention of the Subcommittee here to the network of centers known as Multifunctional Resource Centers (MRCs) funded by the Office of Bilingual Education and Minority Languages Affairs. The MRCs provide assistance to those concerned with improving the quality of education for limited English proficient students. Each has been funded to provide a base core of services, information, and assistance to a geographically specified constituency, but each is also required to develop a substantive area of specialization (e.g., one is particularly concerned with special education, another with progam administration, etc.).

Thus, we recommend that legislation continue to provide for the establishment of Language Resource Centers -- and in fact, we would hope that ultimately a larger network of such regional Centers would be funded across the country rather than the three which presently exist, and that while the Centers should be asked to provide a core of basic services to their constituencies, some degree of specialization should also be encouraged (e.g., one might specialize in measurement and evaluation, another in research related to language attrition or maintenance, another in areas concerned with technology, another in materials development, etc.).

Summer Language Institutes. Section 605 of the legislation provides for the establishment of Summer Language Institutes. Such Institutes have been demonstrated to be an exceptionally effective mechanism for assisting individuals to acquire necessary language skills on the one hand, and to provide in-service skills and proficiency training for language teachers on the other hand. In the 1960s and 1970s, many of our very best language teachers received their training at Summer Institutes -- those funded through the National Defense Education Act and later EDPA (Education Professions Development Act). These Institutes have great cumulative impact. I was personally responsible for longitudinal evaluations of cohorts of teachers who participated in one such Institute in 1968 and another in 1970. We carefully questioned participating individuals at the beginning and end of their Institute and then followed them up five years later; and were able to document, conclusively, the exceedingly positive effect of participation in such Institutes on the later career development of the teachers. (See Foreign Language Annals, 1970, 4, 68-83, and Foreign Language Annals, 1975, 8, 133-137). We urge the continuation of these Institutes as they are presently designed, and we seek your assistance in requiring the Department to fund them.

Research and Studies. For a large segment of the language community, Section 606 provides the vehicle for funding of critical research and studies. This has been a key element in increasing our knowledge base about foreign and second language learning and language teaching. Indeed, within the public sector, there exist few other sources of support for scholars wishing to conduct basic and applied research, for those involved in materials development and distribution -- particularly in the less commonly taught languages -- and for those concerned with developing criteria for assessment and appropriate testing and evaluation tools. Unfortunately, the amount of annual support provided is typically so small (approximately $2,000,000) and the national need so great that we recommend, minimally, a fivefold increase in the level of activity. We also recommend that the Education Department be encouraged to ensure that specific areas receive a certain minimum level of funding: applied research and needs assessment surveys, materials development and dissemination, particularly in the less commonly taught languages, and the development and dissemination of appropriate testing instruments.

International Business Centers. Despite their short history, the International Business Centers (Section 612) which have been funded to date appear to be doing an excellent job of addressing issues of international economic competitiveness through cooperative programs involving business schools, foreign languages, and area studies. Cooperation across these disciplines is a relatively new phenomenon and we are still experimenting and learning, but the need is so great that there is considerable motivation for success. One evident problem appears to be finding enough teachers of German or Japanese for business purposes. The Summer Language Institutes once funded can provide a solution.

Robert Mehrabian, President of Carnegie Mellon University, told me recently that institutions such as CMU must provide leadership in ensuring that their graduates develop foreign language competence and cross cultural awareness so that they are able to function as effectively tomorrow in Geneva, Paris, or Tokyo as they are in Pittsburgh, Cleveland, or Los Angeles.

Clearly, there exists an important intersection between the research agenda of Section 606 and the development of appropriate exemplary international business programs.

Undergraduate Education. Finally, Section 604 to improve undergraduate programs is essential to one of the main purposes of Title VI -- to develop high level competence by broadening the base from which to develop international expertise and produce college graduates who have meanginful knowledge of languages and international issues. Because it provides a foundation, this section is a key and vital part of the structure of Title VI and should be expanded.

This latter program exemplifies what is perhaps one of the greatest challenges and potential opportunities with Title VI -- the need for collaboration in developing an educational "pipeline" (as Admiral Inman termed it) that produces both an internationally literate citizenry and true international expertise.

Let me provide an example of what I have in mind. The Office of Bilingual Education and Minority Languages Affairs provides funding for the development of demonstration or exemplary developmental bilingual education programs at the primary and middle school level. These model programs help students develop English language and second/foreign language competence at an early age (which is known to be pedagogically and developmentally most effective), but there is virtually no federal mechanism to encourage the nurturing or sustenance of this language skill once developed or to promote and provide appropriate articulation between those who participate in such early programs and those who later might wish to develop such skills at the postsecondary level.

These developments are exciting but program efforts within the Department of Education remain uncoordinated and somewhat haphazard. Title VI, then, has never really paid attention to its "feeder" system. We recommend that the Center for Internatioal Education explore methods of outreach and articulation with programs supporting early language and international education as is called for in Section 601, Part (b) "...to coordinate the programs of the Federal Government in the areas of foreign language and international studies and research."

Graduate education and higher education do not exist in a vacuum, although we often treat them as if they do. To develop expertise in or even an appreciation for languages and international issues, education must begin early and be continuous. As the federal government begins to provide a small amount of support for foreign language education, geography and international education, and as the President and the Governors address these issues in their goals and objectives, Title VI of the Higher Education Act can build upon this.

In Conclusion. As the premier federal program concerned with foreign languages and international studies, Title VI has a tremendous responsibility. The current legislation, even if there were no changes at all, is designed to adequately address our national needs. The major problem with Title VI is that it is simply too small. Minimally, authorization levels should be doubled. Ideally, they should be increased fivefold. Within the current Title VI, the national Language Resource Centers, the International Business Centers, and the Summer Language Institutes are new programs that address specific and pressing national needs. They should be nurtured and encouraged. The first two programs are off to very impressive starts and the third must be made a Departmental priority. Major changes in these programs would, I believe, be premature at this time. In short, Mr. Chairman, Title VI isn't broken, it only needs to be adjusted, fine tuned, and most of all expanded.

Chairman **Ford**. Mr. Brecht.

Mr. **Brecht**. Thank you, Mr. Chairman.

I am just going to make one point. I think you will hear the point consistently. It has to do with the role of what we consider to be one of the central items of Title VI from its beginning and why the NDEA was funded and so on. This was to focus on the role of the critical or less commonly taught languages.

I represent a national council of organizations of less commonly taught languages which represent the teachers of the languages of Asian, Africa, Eastern and Central Europe, and the Middle East. These are the so-called critical languages of Arabic, Japanese, Chinese, and Russian, as well as Thai, Indonesian, Swahili, Slovenian, and so on.

These are the languages of Title VI, and that is why I am here to tell you that again, to try to make that point, and to try to urge you to make sure that the language focus in general, and those languages, in particular, stay in the legislation, and are enhanced throughout the legislation.

I support my colleagues in the Interassociation Task Force. Their recommendations are quite good, from our point of view. However, let me make just a couple of very specific points.

My first point concerns the summer intensive language institutes. There is a recommendation to add area studies institutes in the summer. We think that is a good idea. However, it should not be put in this same section. A separate section should be added.

This is because these summer institutes for the less commonly taught languages have never been funded. They are vital. When you are trying to teach 100 languages to handfuls of students around the country, you have to have some collective effort.

These summer institutes are vital to us. We think area studies would be terrific to have summer institutes, but not in this section, and not competing with funding for this.

A second point that I would like to make concerns the national resource centers, and the language resource centers, in particular. These are a terrific idea. Once again, we think that the language of the Act is not strong enough to maintain the original focus of Congress in this regard.

We think the late Congressman Conti's report through the Appropriations Committee and the report to the House on the House Floor of July 25, 1989 is the excellent language that perhaps should replace this language in this section.

It has to do with maintaining the focus of these centers to be national resource centers, which, in fact, will enhance the teaching of the critical languages in this country. We think that is vital.

Let me make a general third and final point. That is concerning the whole legislation. These languages must be supported. You have heard the statistics. There are plenty of statistics on the level of perhaps not quite two percent of all of the students in the United States schools and universities are studying the languages of 90 percent of this world's population. This is absurd.

What we need is to reinforce the critical languages throughout this legislation, even, for instance, in Part B in the business center. Because, in fact, it is clear that the future markets of this world will include not only Western Europe, but Asia, the Middle East, East and Central Europe, and so on.

Let me say, on this Title VI, I am not going to speak for the importance of these languages. Senator Boran, I think, did an excellent job last week, doing that. Reading the newspapers is probably good enough, anyhow.

Let me say, though, we consider Title VI to be central to our existence, vitally. Our council is studying right now the impact of Federal programs and state initiatives in this area on these languages. We would be happy to share that information with you.

We really appreciate your giving the teachers of these languages a chance to say it in their own languages.

Spasibo. [Thank you, in Russian.]

[The prepared statement of Richard Brecht follows:]

Testimony of the National Council of Organizations of Less Commonly Taught Languages before the Subcommittee on Postsecondary Education at the hearing on Title VI of the Higher Education Act

July 24, 1991

We are here speaking for the National Council of Organizations of Less Commonly Taught Languages, a coalition of the national professional associations whose members teach the languages of Africa, Asia, Central and Eastern Europe, and the Middle East. These languages include Arabic, Chinese, Japanese, Russian, the languages generally acknowledged as critical to our national interest, as well as more than a hundred of the less frequently taught languages such as Thai, Swahili, Turkish, Slovenian, and Hebrew. Our purpose here today is to affirm as one of the original goals of Title VI legislation the strengthening of this nation's capacity in these languages, and to urge that this original intent be maintained and enhanced in all sections of the legislation.

The member organizations of the National Council are:

African Language Teachers Association (ALTA)
    Headquarters, Boston University
American Association for the Teaching of Slavic and East European Languages (AATSEEL)
    Headquarters, State University of New York at Albany
American Association of Teachers of Arabic (AATA)
    Headquarters, Brigham Young University
American Association of Teachers of Turkish (AATT)
    Headquarters, Princeton University

Title VI Testimony

American Council of Teachers of Russian (ACTR)

Headquarters, 1619 Massachusetts Avenue, NW, Washington, DC

Association of South Asian Language Educators (ASALE)

Headquarters, Cornell University

Association of Teachers of Japanese (ATJ)

Headquarters, Middlebury College

Chinese Language Teachers Association (CLTA)

Headquarters, Princeton University

Consortium of Teachers of Southeast Asian Languages (COTSEAL)

Headquarters, Foreign Service Institute

National Association of Professors of Hebrew (NAPH)

Headquarters, University of Wisconsin at Madison

National Association of Self-Instructional Language Programs (NASILP)

Headquarters, Temple University

The membership of our constituent organizations consists of the language teachers who hold positions in the Section 602 language and area centers supported by Title VI, in the many other schools, colleges and universities offering these languages, and in the federal government schools as well. The interests of these individual teacher organizations as well as the overarching National Council coincide with one of the main purposes of Title VI: to enhance instruction in the non-European languages, which the national foreign language system, responding to this nation's overwhelming emphasis on Western Europe, cannot fully serve.

The National Council, with support from the Ford Foundation, is engaged in developing a collective national strategy for the expansion and improvement of instruction in all these languages, focusing on high-level functional abilities and addressing such issues as national stocktaking and planning, curricular and materials development, teacher recruitment and training, test development, pooling and maximization of scarce resources for a small but widely dispersed number of students (through summer institutes and telecommunications), and the relationship of language instruction to area studies, business, and other professional use -- all issues that serve the purposes of Title VI.

Since language learning is an integral part of every section of Title VI, we have an interest in what the Subcommittee does in the reauthorization of the legislation as a whole. In regard to the non-language portion of Title VI, in general, we endorse the recommendations of the Interassociation Task Force on HEA Title VI/Fulbright-Hays [102(b)(6)], particularly as they relate to maintaining the central focus of the legislation. However, we come before you today because we want to speak to the language portion of Title VI, specifically those parts we feel have a direct and significant impact upon the less commonly taught languages. We do this because we are the teachers of these, the languages covered by Title VI.

It seems hardly necessary to stress the national need for expertise in these languages. Recently Senator Boren underscored the critical nature of the Title VI languages for our intelligence community and the dangers, revealed in the Gulf War, inherent in a weak national capacity to produce experts with high level linguistic and cultural skills. As superpower confrontation lessens and regional and ethnic conflict and economic competitiveness pose greater and greater threats to world order, the urgency increases to enhance our national capacity to deal with the languages which, while they are less commonly taught in the United States, are spoken by most of the peoples of the world. The dramatic shock of Sputnik made the dangers of ignorance in this regard evident several decades ago and led to the enactment of Title VI. Since that time our national need has become even more pressing and, at the same time, more diverse. What started in Title VI with a concern with our defense needs and Russian now includes a concern for our economic competitiveness with Japan and Korea. Moreover, we can no longer assume that communications on vital issues will be conducted only in the official languages of established nation states. We will have to deal with the increasingly insistent demands of national and minority groups around the world to be addressed in their own languages. In countries like the Soviet Union, Angola, Ethiopia, India, Sri Lanka, Czechoslovakia, Yugoslavia, South Africa, and Iraq, the demands for self-expression of linguistic minorities are going to dominate our foreign and economic policy agenda for the decades ahead. Even our forward-looking military strategy now recognizes the urgency of being able to cope with these often culturally-based regional conflicts. It is with the languages that fuel these conflicts that Title VI and the teachers in our member associations have to deal. The far-sightedness of Congress in addressing these needs through the National Defense Education Act (NDEA), now HEA Title VI, has given us a national resource unmatched in any other country throughout the world. In fact, many of the programs in which our members teach represent the only place where instruction in these languages is offered. And without Title VI there is reason to believe that much of this national capacity, housed in our university system, simply would not exist. Hence we are vitally concerned with what you do here today.

We have a number of very specific recommendations to make concerning the current reauthorization which are of direct concern to the critical or less commonly taught languages and which we believe should be taken into consideration throughout the legislation.

1. We agree with the recommendations of the Interassociation Task Force on HEA Title VI/Fulbright-Hays [102(b)(6)] that (1) the term "competency-based language training" appearing in Section 602(b)(1)(B) of the Act be replaced with "an instructional program with stated performance goals for functional foreign language use," and that (2) the term "proficiency" that appears in several places of Section 603 should be altered to read "performance." At the time when the last version of Title VI was written, the language programs supported under that Act needed a clear incentive to become more accountable for the success of their training by developing agreed upon standards for measuring student language skills, hence the emphasis in the current Act on testing. The pressure

exerted to enhance accountability has had a salutary effect on teaching programs in the less commonly taught languages. However, the current wording of Title VI has tended to promote a single testing approach, proficiency testing, that has proved to be unsuitable for use in many of these languages, particularly those that are studied by very few students. Moreover, in the meantime a number of alternative and more appropriate testing strategies have been developed which better serve the language programs supported under the Act. They are generally referred to by the term "performance testing against stated goals." We agree with the recommendation of the Interassociation Task Force on HEA Title VI/Fulbright-Hays [102(b)(6)] that any reference to competency based language training or proficiency testing in the Act be changed to reflect this new phraseology.

2. We note the proposal to broaden Section 605 from its current coverage of summer intensive language institutes to include area and thematic summer programs. We believe that the development of such area-focused summer programs has merit, but support for them should be written into a separate section of Title VI and not be viewed as competing for funding with the summer language institutes. Because of the special problems of teaching a large number of languages to a few widely scattered students, summer institutes are in many cases the only feasible and financially manageable way of providing language instruction in, for instance, most of the languages of Southeast Asia, South Asia, Africa, Central Asia, Eastern Europe, and the non-Russian minorities of the Soviet Union, all languages of considerable importance to our strategic interests. Given the crucial role of summer language programs, particularly in a time of contracting university financial resources, we urge that the language of Section 605 remain as written.

3. We are likewise concerned with the current text of HEA Section 603 which provides support for Language Resource Centers. We feel that the existing wording of that section does not serve the

national needs as envisioned by Congress. The general intention of Congress in supporting these centers has been made clear on a number of occasions, most recently during the last session of the 101st Congress when the Appropriation Committees finally appropriated funds to support them. Congressional intent has been to create a set of flexible Language Resource Centers that coordinate and transcend the activities of the 105 individual national resource centers in improving instruction in the critical languages. We note that before his untimely death Congressman Silvio Conte introduced both on the floor of the House and in the Appropriations Committee report a strong statement of the intent of the Congress in finally appropriating funds for this section of the Act:

> The Committee is concerned that the long-term economic and strategic needs of the United States require a major expansion in our national capacity to communicate in the critical languages of the world. This effort calls for a more concentrated effort to carry out carefully targeted research and development activities and to expand that capacity to new educational, scientific, and business communities. Therefore, within the increase provided, the Committee has included $1,000,000 for grants for up to two foreign language resource centers to identify the national need for critical language training and to provide programmatic responses to those needs. (101st Congress, Report 101-172, July 25, 1989)

We believe that the Congress should reaffirm its original intention in introducing Section 603, that is to support national-level language centers that draw upon and serve the language programs in the 105 national resource centers. The purpose of these Language Resource Centers should be the enhancement of our national capacity to teach the critical languages. They should be selected on the basis of their overall strength, their demonstrated record of national service, and evidence of their ability to relate to a wide variety of centers and organizations specifically concerned with the critical languages.

It appears to us, then, that the more general notions of the functions of the Language Resource Centers as expressed in the Conte/Natcher Report accomplish these purposes in a fashion superior to the current wording of Section 603. Accordingly, we recommend that the general language of the Conte/Natcher report as cited above be substituted for the current text in Section 603(a) and that the list of specific activities be deleted.

4. The final point is less specific. While Title VI is strong in its focus on language in general, we believe that its parts should concentrate on the critical or less commonly taught languages. For example, it is in our national interest to have as a goal for Title VI, Part B: Business and International Business Programs, the extension of the attention of business beyond the traditional Western European focus, for the markets of the next century surely will include Asia, the Middle East, Africa, and Eastern and Central Europe. Here, as well as elsewhere in Title VI, the less commonly taught languages should be emphasized, if not by means of direct set-asides, then by clearly enunciated priority statements.

As part of its mandate, our National Council is currently reviewing the effect of various specific national initiatives to enhance the less commonly taught languages such as those underway in the National Endowment for the Humanities (NEH), Fund for the Improvement of Postsecondary Education (FIPSE), and Fund for the Improvement and Reform of Schools and Teaching (FIRST), as well as various state initiatives (such as Michigan and Oregon's current attempts to expand and improve the teaching of Japanese) in order to assess the aggregate impact on the teaching of the less commonly taught languages. Since Title VI is the centerpiece of legislation for these languages, we are taking a close look at what three decades of federal support has accomplished with this legislation; for example, what languages have been funded, what funding they have received, how many students have been affected, and what kind of programs have been implemented?

Finally, in closing on behalf of the teachers in our member organizations let me express gratitude for this opportunity to express our specific views on this vital piece of legislation. We will be glad to clarify any of these points on questioning, and, if the Committee so desires, will keep it informed of future findings and work of the National Council.

Thank you.

Submitted by:

Dr. Richard Brecht
Director
National Council of Organizations of Less Commonly Taught Languages

Chairman **Ford**. Dr. Burn.

Ms. **Burn**. Mr. Chairman and members of the committee, it is a pleasure for me to be here and present some testimony. I will only summarize some of the points made in the paper I have submitted.

First, I am representing not just the University of Massachusetts, but also the National Association of Foreign Student Affairs, the Association of International Educators, with members both international and national in 2,000 higher education institutions, and also the Council on International Education Exchange, an international as well as national organization, both of which are very active in the field of international educational exchange, and the IEELG, the Liaison Group for International Educational Exchange, with 24 members in this field.

I agree with my fellow panelists on the basic theme I think we are all concerned with; namely, the need to have a much more highly educated citizenry on international affairs, foreign cultures, international issues, and foreign languages, certainly.

I am going to try to make the case for the importance, at last, of some Federal support for study abroad by American students. Davydd Greenwood referred to it in his testimony.

I would like to make a case for deliberate funding of this in the Higher Education Act, Title VI. Let me give some of my reasons.

First of all, when we look at the profile of students studying abroad, what do we see? We see it really is only about one or two percent, at most, of American college students.

Second, major studies completed recently involving five countries have pretty well demonstrated and documented that, indeed, a study abroad period for students does several things.

One, there is a dramatic increase in their foreign language proficiency. Another, is a dramatic increase in their knowledge of other countries, specifically the ones where there were international issues. Also, very important to this, I think, is the dramatic increase in their commitment to having a career, which is internationally involved.

I submit, Mr. Chairman and members, that we need more young people with that kind of motivation.

When we look at the study abroad situation, what we find is two main characteristics. I think these could be changed and should be changed with some Federal support.

The one is highly Eurocentric, which means that at least 80 percent of our students who study abroad are going to Western Europe. They are not learning the languages of the 90 percent of the rest of the world that my colleague just referred to. They are going to England, France, Rome, Paris, and so on. They are not going to Bangladesh or China.

I submit that whereas two-thirds of the rest of the world is made of the non-Western and developing countries, it is extremely important and it is really rather shocking that only 20 percent of our students do go to places abroad, other than Western Europe.

Second, I think that we should endeavor to change the profile of the students themselves. If you will look at the students studying abroad, you find still a rather elitist profile. They tend to come from upper middle class families. They tend to be in social sciences and humanities. They are not coming from minorities, from the blue collar or the poor segment.

As we move to the year 2000, when a majority of our young people will be not of European background, but Asian, African, and Hispanic, it seems very urgent that young people of these backgrounds finally be given the opportunity for that experience abroad to enhance their international knowledge.

We find, also, that the students who are going abroad tend not to be in fields where I think it is vital to have more citizens with international knowledge. Students in the areas of science, business, engineering, law, medicine—they are not going abroad.

The reason for them, as for minorities, is cost. They tend to have a curriculum which is highly articulated, which involves a sequence of required courses. If they went abroad, they would probably have to spend an extra year towards the degree, and that is added cost. So, cost is at the root of that as well as the minorities and others not going abroad.

I think that if it is important for our students in social science and humanities to learn to speak in a foreign language and to learn how people behave in other countries, it is certainly particularly important for students who are intending to have careers in business or management.

Several organizations that I am representing have been articulating the need to have study abroad reach out to under-represented countries and regions and to have study abroad reach out to under-represented students, especially minorities. They have also made it quite clear that we can not expect our colleges and universities to pick up the cost.

Mounting a study abroad program in a country like India, Columbia, or Bangladesh tends to require more staffing and funding in order to make it work because of the different situation in the developing and non-Western countries.

It is important that our students be able to go to these places and learn about them, but it is more expensive. Our colleges and universities, I don't think, can be expected to pick up that additional cost.

I would say that certainly the reauthorization of the Higher Education Act can be a turning point with respect to the main points I have made; namely, the diversification of study abroad in terms of geography, and in terms of who participates.

The legislation before the subcommittee can enable the Department of Education to play an important role in this; namely, the Global Education Opportunities Act, introduced by Senator Dodd and Representative Panetta. This would enable institutions and organizations to develop programs of study abroad that would meet these needs relating to the under-developed, developing, and non-Western world.

In my final point, I would say that I hope that we can look at the Reauthorization as making, finally, a change in the Federal posture with respect to study abroad, namely showing that this is, indeed, seen as an important vehicle of international learning, and merits Federal funding—not substantial, but enough, particularly along the lines I have described.

I would be happy to answer any questions.

Thank you, Mr. Chairman.

[The prepared statement of Barbara Burn follows:]

TESTIMONY OF
DR. BARBARA B. BURN
ASSOCIATE PROVOST FOR INTERNATIONAL PROGRAMS
UNIVERSITY OF MASSACHUSETTS AT AMHERST
BEFORE THE
SUBCOMMITTEE ON POSTSECONDARY EDUCATION OF THE
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES
JULY 24, 1991

Mr. Chairman and Members of the Committee, I wish to thank you for the opportunity to testify on Title VI of the Higher Education Act. The support of the Subcommittee for international education and exchange programs in recent years has been gratifying, and it is a privilege for me to appear before you today.

My name is Barbara Burn. I am Associate Provost and Director of International Programs at the University of Massachusetts at Amherst. My long-time leadership in the field of international education and exchanges has been widely recognized internationally as well as nationally, as was affirmed just two weeks ago when the University of Kent in Canterbury, England, awarded me an honorary doctorate of Civil Law.

I represent this morning not just my university but three organizations which are among the most active and experienced in the field of study abroad and exchanges: the Council on International Educational Exchange (CIEE); NAFSA: Association of International Educators (NAFSA); and the Liaison Group for International Educational Exchange.

The Liaison Group is a twenty-four member coalition of higher education associations and national nonprofit international exchange organizations. CIEE and NAFSA are among its founding members.

Private and non-profit, CIEE is a leader in organizing and supporting educational exchange worldwide at the school, higher education, and professional levels, as well as in formulating policy in this field. Both the Council and its members are in the forefront of internationalizing education in the United States. I chaired the CIEE board of directors from 1983 to 1985.

NAFSA, a professional association representing some 6500 individuals and 1800 institutions both in the United States and in 60 foreign countries, is the largest membership association in the world dedicated to international educational exchange. NAFSA promotes and supports the highest levels of professional development and performance in foreign student and scholar programs as well as in administering programs for U.S. students abroad. I was NAFSA president in 1982-83.

As noted in a recent major report of a commission chaired by Dr. A. Thomas Bartlett, the Chancellor of the Oregon State System of Higher Education: "Effectiveness in our rapidly changing world requires a citizenry whose knowledge is sufficiently international in scope to cope with global interdependence."[1] Building upon that report, the National Task Force on Undergraduate Education Abroad, which I co-chaired with Dr. Ralph Smuckler of Michigan State University, comprehensively examined the need for expanding study abroad for U.S. students. Our Task Force concluded that "In the United States . . . there is abundant evidence that our citizens are not well prepared for the international realities ahead. By any measure, the level of international knowledge and understanding in our country is wanting."[2]

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[1] Advisory Council for International Educational Exchange, Educating for Global Competence, New York: CIEE, 1988.

Effective action is required if we are to strengthen the international knowledge and understanding of the American people. In this connection I wish to make the case for a major expansion and diversification of study abroad. We need to develop study abroad opportunities in countries and geographic regions where they do not now exist and/or for minority and other students now not adequately served. This will require a partnership involving institutions of higher education, national nonprofit educational organizations, and the federal government. Essential to such an initiative are changes in Title VI of the Higher Education Act which I will discuss today.

The profile of study abroad programs is currently highly Eurocentric and liberal arts-oriented. Traditionally, study abroad programming has neglected the world outside of Western Europe and has failed to attract students from minority backgrounds or those studying fields other than the social sciences and humanities.

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[2] A National Mandate for Education Abroad: Getting on With the Task, Report of the National Task Force on Undergraduate Education Abroad, Washington, D.C.: NAFSA. May 1990, p. 1.

Whereas two-thirds or more of all study abroad students go to Western Europe, the non-Western and developing countries comprise more than two-thirds of the world in terms of population and area. They offer enormous cultural diversity and richness, and increasingly have an impact on the United States. Kuwait is just one example. But just as America's international competence must have a global reach, so too should study abroad opportunities for our college and university students.

Study abroad still tends to be elitist in the kinds of students who participate. They are overwhelmingly from upper and upper middle-class families. They are generally Caucasian and female; they are typically not in the sciences or professional fields. Among the students who study abroad few are from blue collar families, few from poor families, and few from the nation's minorities, especially Blacks and Hispanics. As we approach the first post-European century in American history, when a majority of young Americans will no longer have parents of European background but Asian, African, and Hispanic, it is urgent that these minority youth share the opportunity for international learning offered through study abroad. The chief reason for their lack of participation is cost. Many of these students hold down jobs while going to school; that is out of the question for students studying abroad.

Cost also deters students in such professional fields as engineering, public health, business and management from study abroad which may prolong time to get their degree and hence cost more. But if it is important for students in the humanities and social sciences to be able to converse with people in other countries in their languages and to have an understanding of their cultures and ways of behaving, how much more so for American students of business and management!

In the last several years both CIEE and NAFSA have led in articulating the importance of study aborad in "under-represented" countries and regions (non-Western, developing) and for "under-represented" students (minorities, and students in professional fields). Together with many colleges and universities, they have made clear that only with special funding can the situation be changed. Study abroad programs in geographic regions outside of Western Europe typically are more costly to mount, not just in the higher costs of international travel but in the cost of the special services and staffing commonly needed to supplement local resources and staff. If the under-represented students are to participate in study abroad, special funding will be required to make the opportunity attractive and feasible. Even though these priorities are gaining increasing recognition and modest progress has been achieved, our colleges and universities can not be expected to find the funding to meet these extra costs.

The reauthorization of the Higher Education Act can be a crucial turning point in the expansion and diversification of study abroad. Currently, there is no federal leadership or assistance in this effort. Section 604 of the Higher Education

Act, which concerns Undergraduate International Education, does not even mention study abroad as a component of international education.

Legislation is pending before the Subcommittee to enable the Department of Education to play an important role in achieving the above goals. The Global Education Opportunities Act, introduced this session by Senator Christopher Dodd and Representative Leon Panetta, has been carefully developed in close consultation with international education leaders to do two things: 1) to allow full access to federal financial aid programs for eligible students to participate in study abroad programs approved by their home institutions through modifications to Title IV of the Higher Education Act, and 2) to provide a small, new role for the Department of Education in assisting institutions to diversify study abroad opportunities for our students through proposed changes in Title VI. A colleague of mine will appear before the Subcommittee later to discuss how the proposed modification to Title IV would improve access to student financial assistance. I wish to briefly discuss the legislation's Title VI proposals.

The Global Education Opportunities Act proposes, most importantly, that the Department of Education administer a program to assist educational institutions as well as nonprofit associations and organizations (who administer many of these programs for campuses on a national basis) to establish and maintain study abroad programs in locations where they are not now available and for students whose needs are not currently being met. Although it could, and should, be small in scope, such a dedicated effort is needed. Merely adding study abroad to a list of possible fundable activities is not, in my view, sufficient. We need the Department of Education to indicate that expansion of study abroad opportunities is a priority. We need focused attention to the issues involved.

In addition to this proposal, the Dodd/Panetta bill would: provide authority for assistance to integrate study abroad programs into home institution degree programs, improve the effectiveness of study abroad programs through development of model enrichment programs (done with great success with regard to foreign students in the U.S. by USIA), clarify that Intensive Summer Foreign Language Institutes may take place abroad, and allow Center for International Business Education funds to be used to permit business students to study abroad in areas crucial to the economic well-being of the United States.

I recommend these modest but important changes in Title VI to the Subcommittee.

Thank you for the opportunity to discuss the role of study abroad in achieving the international education goals which are so important to the future of our nation's security and prosperity.

Chairman **Ford**. Thank you very much.

Mr. Goodling.

Mr. **Goodling**. I have just one quick observation and then one question.

I saw a former student of mine recently who is a teacher of the Russian language. He indicated to me that he teaches seven classes in that high school, which really blew my mind. I was trying to think in my own district, but I could not think of seven sections, totally, of all languages being taught in any high school. I don't know what the answer is. Part of it must have to do with his personality. I'm not sure.

I did want to ask Dr. Burn, you indicated that only one percent of our students study abroad. Is there anything other than the financial problems involved that stand in their way?

Ms. **Burn**. I think there are several problems. One is that many students do not see that as part of their future. It is not part of the image. We have to work more on that. Second, I think too many professors, perhaps, are not encouraging it, because they might think the education is better at home, and not having that time away from the home institution. Third, it may prolong their study period. In many fields it does, because it is extra time instead of integrated with their degree program.

I think all of these are manageable deterrents, but the financial one is probably the major one.

Mr. **Goodling**. Thank you.

Thank you, Mr. Chairman.

Chairman **Ford**. Let me ask the members of the panel a question. In Michigan, we have a school called Kalamazoo College. A part of their program in undergraduate school is 1 year of study overseas. I suspect most of it takes place in Europe.

Have any of you had any experience with where there is any lasting impact on our inventory of bilingual people as a result of programs such as that?

Ms. **Burn**. If I could, I will just elaborate a little more, especially because Kalamazoo was part of the study. On the 5 year, five country I referred to on what, if any, difference study abroad makes, Kalamazoo was one of the American institutions involved. I worked closely with it. We did find a dramatic increase in language.

We did a follow-up longitudinal study of impact, 5, 10, 15, and 20 years later. I might say, Mr. Chairman, that Kalamazoo was the most able of the four institutions to catch up with its alumni. It knows who has been abroad, and it knows who was there 20 years ago.

Indeed, many of them were continuing to try to maintain the language skills they had not gained, but improved, and honed when they were abroad in Kalamazoo's programs. Many of them had been in Africa and Asia, as well as Europe. It was a very impressive program.

Chairman **Ford**. Mr. Brecht.

Mr. **Brecht**. If I could just add a point to that. We have very clear data that indicates that no matter what we do at the university level, 4 years of college, say in Chinese, simply will not bring anyone to any level of competence in that language. It will not happen.

If you add 2 or 3 years of high school on top of that, and it still won't happen. We have very concrete data in Russian in that regard.

We do also have clear indication that if you spend at least 4 months in a country with a good program, you can reach a level of competence that you can actually function in that language. Without it, in the languages which we consider some of the harder languages, it could take Americans two or three times as long to learn than does, say, Spanish.

In these languages, study abroad is absolutely a vital part of the career. Without it, you are not going to get functional competence.

Chairman **Ford**. Mr. Merkx.

Mr. **Merkx**. Mr. Chairman, from the standpoint of the national research centers, which answers the second part of your question, do we see these students in the pipeline—the answer is yes.

A standard entry for somebody who becomes a foreign area expert is to get a master's degree in a foreign area or field, like Latin American or African studies. They then go on to a Ph.D. program.

At the University of New Mexico, we have 75 students in our Masters Program for Latin American studies. I would say that at least four fifths of them have studied abroad, either in high school, or in college.

We have a large proportion of students in this. We have had one from Kalamazoo College, in Latin American studies. We have them from a number of small middle-western private colleges in a number of places which have study abroad programs. The students get interested and then they end up in our programs.

So, the answer is yes, I think study abroad does articulate very nicely with later graduate professional specialization.

Chairman **Ford**. Mr. Greenwood.

Mr. **Greenwood**. Mr. Chairman, I have one additional note.

The interest in another country and another language is not necessarily an abstract thing. A person who becomes really committed to an area almost always has somewhere in their life history a direct contact.

Study abroad or some other kind of internship activity—something that gets them abroad and something that gets them engaged and involved in a particular place builds a curiosity that puts the discipline behind what is necessary for them to really carry on with it.

Almost everybody we have in our community, if you ask any of us, I think you will find that we have always had a pivotal experience somewhere there.

Study abroad is simply the most accessible and most organizable kinds of those pivotal experiences.

Ms. **Schodde**. Mr. Chairman, if I could, I will make a comment regarding 2 year institutions in relation to this topic.

We are beginning to see some experiences from 2 year institutions. My own case in point is the Des Moines Area Community College.

Let me give you an example of what even short term study abroad does for students in a technical field. We have a rather outstanding culinary arts department. Three years ago, we developed an exchange with the French Chefs' Association of the Loire Valley. In turn, what that led to was an offer from the Association to develop six student internships in French restaurants in that area of France.

Our students had no language preparation prior to that invitation. They prepared themselves in the technical field, the language of French cuisine, in French language instruction before they went on that experience.

Of the six students, five had never been on an airplane. The six went, with a culinary arts instructor, who spoke French. They spent 2½ weeks in those restaurants. They brought back, of course, an experience of a lifetime, in terms of their motivation and their interest in the broader field of international cuisine.

Here is the end of that story. I had an opportunity to chat with several of them, but most recently, a young woman, age 28, with one daughter. I asked her what had been the impact on her of this experience. She said that she had every intention of continuing study in French and going back as soon as she could to continue further study.

Chairman Ford. Ms. Burn.

Ms. Burn. I would just like to draw the attention of the committee, very briefly, to a program in Western Europe, in the European community which I think, perhaps, offers some kind of a model or incentive.

In order to meet the needs of Europe in 1992, there is a special program now in its third or fourth year called Erasmus, a very accurate acronym for expanded regional action for the mobility of university students.

In any case, by 1992, the plan is to enable to be sure that 10 percent of all students in higher education institutions in all of the European community countries spend at least one semester, preferably an academic year, towards their degree at an institution in another country.

This is to ensure that they have future professionals able to function across the boundaries in Western Europe.

I would submit, Mr. Chairman, that the United States needs professionals who can function across international boundaries, just as well.

Chairman Ford. A few years ago, this committee was in the Scandinavian countries. We were talking about labor issues. We discovered that to be a flight attendant, a cabin attendant or a waitress on SAS, you had to be conversant in Swedish, Danish, Norwegian, German, English, and French.

We found that quite astonishing, and they took it for granted. How did they find people like this? They said that they were very common. It has been understood amongst the European community that people are expected to more than monolingual.

People with any educational opportunity at all are expected to be able to demonstrate in social situations that they are multilingual.

Having been in those social situations, I know that you can feel very inadequate. That is after 3 years of college French, and some applied Spanish in Mexico. I do not know that we have ever been able to convince the American public that there is any value in that.

Dr. Brademus, now president of NYU, and I introduced the idea of international education more than 20 year ago because we both had graduated from institutions that had programs that we thought were a pretty good idea. We have never been able to get the money for them.

Mr. Brecht, you mentioned Fulbright-Hayes.

We always thought that that was the reason that we couldn't get international education funded. Because about the time that we were talking this way, the proponents of Fulbright-Hayes had discovered that what they were doing was training foreign employees for Ford Motor Company, General Electric, and others.

Fulbright scholars were coming here from Latin America, and they were being grabbed up by American corporations who wanted to expand their business operations in the country of their origin. They were not going back and infecting the population with a love for America, as Fulbright-Hayes was intended. It was a State Department initiative.

The idea was that the ugly American syndrome was such that anybody who was exposed to living in America for any length of time would leave loving us forever more and infecting everybody else with that love. Then we would have a lot of people who would come here, be infected, and go back, become a part of their government, and make it easier for us to get along.

You can see how well we have been doing in the last quarter century in our relations with Central and South America as a result of Fulbright-Hayes.

However, the anxiety over the fact that American businesses seemed to be the only beneficiaries of the Fulbright-Hayes experience soured the Appropriations Committees on both sides. To this day, we still can not convince them that we are not talking about a program to train foreigners to work for American companies. That is a hard hurdle to get over—that Fulbright heritage, if you will.

I should say Fulbright-Hayes. When criticizing the bill, make sure Wayne Hayes gets his share of the blame.

[Laughter.]

Mr. Sawyer.

Mr. **Sawyer**. Thank you very much, Mr. Chairman.

I am not sure that I have questions. You have covered so much this morning in your testimony.

Just let me add as an observation as one who took Russian and German in high school and ended up, after spending a summer in an eight hour a day program, thinking, dreaming, and making jokes in German, that I never have achieved that level of facility with language before or since.

As one who won a state public speaking contest in Russian in high school, I never came anywhere close to that kind of facility, because I learned one in a way that is much more natural. I learned the other in the same way that many of our music programs teach music.

They teach a kid how to manipulate the mechanics of a clarinet, and how to read the music on the page. One or 2 hours a week, and a little bit of practice after school should be enough to teach them how to play a clarinet. Of course, when you get to the real world of serious music, it is nowhere close to being adequate.

I never thought I would use either of those languages. I certainly never expected to be doing what I am doing today. Yet, I don't think that there is anything that I regret more than the loss of facility that I might have had in one or both of those languages.

It seems to me that when we talk about the opportunity to begin early and to sustain that nurturing and what that language is really all about, we need to combine that in some ways, I suppose, with the idea that Ms. Schodde brought to the idea of French.

When we are talking about making better use of our educational plant, and better use of the time in the course of a year, we are probably not really going to be able to expand the school year by adding additional weeks of eight periods a day, 45 minutes a period, and that sort of thing.

What we really could do is to take advantage of the needs of language instruction and use those facilities maybe to teach kids how to build birdhouses in French, or how to repair an automobile in German. We could make those experiences enjoyable, complete immersion opportunities to learn language in the way in which we learn the language that we are native in.

I look for opportunities to support that kind of programming, and the opportunity to sustain facility, not just into high school or beyond, but into the professional lives of people whose business experience is increasingly international in organization, global in character, and in which we find ourselves not advantaged by English being the international language, but a distinct disadvantage, because we are the only ones who are limited to that.

Thank you, Mr. Chairman.

Mr. **TUCKER**. Mr. Chairman, may I comment on that?

Mr. **SAWYER**. I would be glad to have a comment on that.

Mr. **TUCKER**. In reacting to the remarks of Mr. Sawyer, I would just like to say that we certainly agree very much with your observations about the need to provide content-based instruction to involve students in doing things that are motivating, fun, and that involve them in the actual use of the language, rather than the study of the language in an abstract way.

I should point out that there are some very innovative and exciting programs now going on in many places. One that comes immediately to mind is in the State of North Carolina, where they are embarking on a statewide approach at the elementary level, to provide content based instruction.

One of the problems is that students go in to participate and move through these early exciting programs, develop reasonable facility, and then go the secondary level and go back to French I again; or, they go to a postsecondary program that doesn't take advantage of the training that they have had.

So, one of the things that one would argue is that there should be some more systematic attempt than there is at present to take a look at the varied programs and take a look at the exemplary and demonstration programs, and somehow to provide for better articulation and for a better flow of students through the pipeline to draw upon the resources that are built up at an early level.

Mr. **MERKX**. Mr. Chairman and Congressman Sawyer, I think your experience is all too typical. There are a lot of people in the United States who have become fluent, at some point in their lives, in a foreign language, and then have lost it. At the high point of Title VI funding in the mid-1960s, now almost 30 years ago, there were about 2,500 FLAS fellowships.

If you got interested and you had some language ability, there was a career track for you to become a foreign area specialist.

We are now down to 600 or 700 of those fellowships. It is no longer very easy to offer support to encourage somebody who has the kinds of talents that you had to go into a specialty where they can use that language. We are losing that.

The generation of the people who sit at this table—we are all in our fifties and sixties. That is what I am concerned about. It is not only that we get young people interested in the rest of the world, but we encourage them to go on and dedicate their lives to foreign area expertise and studies, and contribute to the national process.

I am frankly concerned that we may lose that if we do not pay attention to it.

Mr. SAWYER. Thank you. I appreciate your being here.

Mr. Greenwood.

Mr. GREENWOOD. While I would not want to distract any attention at all from the language competency issue, one of the things that is implicit in the approach that we have recommended is the emphasis on a continuum of different kinds of opportunities for different kinds of students and needs.

The technical school student who gets an internationalizing experience which has to do with the way in which they pursue their career and the way they understand the industry of which they are a part, may be in a very different kind of experience from a business school student. This student needs a very specific kind of expertise in one particular world area, as well as someone who becomes a real foreign language and area specialist, and a future teacher and contributor to research.

We have to be sure that we do the latter. We have to pursue a strategy to make sure that we are covering the needs of the former with the expertise that is there. We have to have enough of it in order to deploy it in a very broad way across the system.

Ms. SCHODDE. I think I would like to add just one quick comment to that. Davydd is absolutely correct. There is no field of study today that does not have an international emphasis or component or piece in it.

I think if you read some of our testimony in some of the final paragraphs, you will see that we all conclude that what we are looking at is and what our testimony from our 2 year system alone is simply saying that by the turn of the century, what we should be saying is that 90 percent of community colleges in this country will have internships abroad in all of their technical, as well as humanities-oriented, fields.

Also, every faculty member and department will have an opportunity for some sort of travel abroad exposure in terms of faculty development. We will have foreign scholars teaching, lecturing, and studying on our campuses to bring again that international presence back to our own students, particularly for the many others who still may never have an opportunity like that to be abroad.

We have to look at every single entity here. It does not just involve total, complete 100 percent experts, which are critical for our Nation's survival.

We also must be looking at that automotive mechanic who is trying to compete in his industry with automobiles that are being made everywhere else. If that industry does not understand what other industries are doing who are making automobiles, and understand their culture, the way they think, and the way they work—that is called international competitiveness. We have to look at that point as well as the other spectrums.

That is a big task for Title VI. But, we are here to bring the case to you. We want to simply say that the funding, obviously, is not adequate.

Mr. **Sawyer**. That is a case well made.

Mr. Chairman, we have other members here who would probably like to ask questions.

Chairman **Ford**. Mr. Gunderson.

Mr. **Gunderson**. I will pass my time.

Mr. **King**. I will pass, too.

Mr. **Sawyer**. Boy, was I wrong.

Mr. **Reed**. Well, I'll just uphold our side of the table by asking a few questions.

I am intrigued by the discussion, particularly by the discussion of the intensive summer foreign language training. Two years ago, as a member of the Rhode Island State Senate, I introduced legislation to create a program in the University of Rhode Island for intensive summer foreign language training.

I thought that was an innovative and novel idea, until I got a letter about a week after I submitted the legislation from one of the professors indicating that they had one such program to teach German. To my great chagrin, it was funded by the Federal Republic of Germany, not by the United States or the State of Rhode Island.

I was amazed that foreign countries would be investing in our higher education institutions and sponsoring intensive summer camps for foreign language, and we were not doing that as much as we should. I was a bit shocked.

As you can see, I am a very strong supporter of the idea before today's hearing. My question, though, is what is the status of this intensive summer training, in general? Are we doing enough and can we do more, relative to other countries who are, in fact, doing it for us? I'll just open up that for comments.

Mr. Brecht.

Mr. **Brecht**. Yes, I think the point, as I indicated earlier is right on target. Short of study abroad, this seems to be the most efficient way for cost effective language instruction, especially in dispersed clientele, so to speak.

I would say that right now, to give you an example from Title VIII, where Soviet area studies have been supported, in that particular program, 3 or 4 years ago, they instituted a summer institute for the less commonly taught languages in Central and Eastern Europe. The program disintegrated.

It worked for the first year and, gradually, it simply disintegrated, simply because it is too expensive for students to come to it.

The FLAS fellowships, which should be available for that, especially for high level graduate students who are interested in high level skills, simply weren't there. So, I think that is a crucial issue.

We can do a lot. We have learned a lot in language instruction over the past 20 years. We can make that an effective experience now, but we can't do it if the students don't get there.

So, the first thing is, somehow or another, in these days, students work in the summer in order to make money so that they can go back to school. If you don't have financial aid available, those institutes are very hard to maintain.

Mr. **Reed**. Mr. Tucker.

Mr. **Tucker**. In a former life, I was a research professor at a North American University. One of the things that I was interested in was doing critical evaluations of the gains that were made by teachers who participated in some of the summer institutes under NDDA or under EPDA auspices.

We did the kinds of traditional things of looking at their language proficiency and looking at the international awareness, and so on before they began the training, after they completed the training, and so on. We also had an opportunity with several associates to follow-up teachers 5 or more years later, after they had participated in the training.

What we were able to demonstrate with several associates is that the summer institutes really provided an extraordinarily effective way of enhancing language proficiency, which stayed with the individuals, and the participating teachers in enhancing their awareness of other people's ways of life, and so on.

In one particular study, we went back and followed up on about a 97 percent sample of the teachers, 5 and 7 years later, documenting in some detail the way in which this summer language institute had really affected their career decisions.

It had affected what they did with their lives. It affected whether they continued to remain as teachers in the Rhode Island system or in the Michigan system. It affected whether they went on into other positions of responsibility in language education and so on. From our perspective, they are just tremendously effective.

The shame of the matter at present is that summer language institutes have not been funded.

Mr. **Reed**. Let me broaden that a bit. My conception of the program not only involved teaching teachers and teaching students, but also bringing in businessmen and women who need a facility with language.

Again, you go back to a state like Rhode Island, where you expect it is a little bit off the beaten track in some respects. We now have Japanese companies that are coming in with Japanese managers, who are running these companies. That's, I think, the last place you would think they would be popping up, but they are.

I wonder if part of your concept is to involve not just traditional students and traditional teachers, but also the nontraditional people who need foreign language training in these institutes?

Mr. **Tucker**. Absolutely, and particularly when you look at the linkages between the summer language programs and the international business center programs, to be able to provide that training in the foreign languages in your own case—Japanese or whatever—for those who need it, absolutely.

Mr. **Greenwood**. I would like to add just one other comment. As the Director of a large international studies center, which has had some summer intensive, both language and area studies institutes, it is important to note that they have very practical value for people who need in service training as adults.

Being able to be a primary and secondary school teacher during the summer, for a business to make a decision to remove an executive for a 2 month session, as opposed to making a commitment to removing him for a 2 year course of study, creates a kind of practical environment in which people can do very intensive work.

Also, not to be underestimated is the dynamic that gets going in those situations. It's not just that language gets taught. It is a group of people interacting on an intensive basis that get caught up in the language and culture of the area. They end up having a total kind of experience.

It has also, from my perspective, turned out to be extraordinarily good for the faculty involved. It restimulates them, refocuses their attention and their sense of the newness of the subject matter, which during the course of the regular academic year and the grind is actually harder to maintain.

It is a concept that has proved its worth. It really deserves support.

Mr. **Reed**. Yes, sir, Mr. Merkx.

Mr. **Merkx**. Mr. Reed, let me give you a practical example of a critical language in this regard of how we need to have summer institutes.

I am speaking of Kechua. It is a South American Indian language. It might sound esoteric.

Mr. **Reed**. Actually, I was in Bolivia and I do not speak it, but I have heard it spoken.

Mr. **Merkx**. We do not know what languages will be important. We do not know whether we will need Iraqi this year, or Kechua next year, but as you are now aware, having been in Bolivia, we have a major guerilla insurrection in Peru. The operational language for that guerilla war is Kechua.

We have major production of narcotics in the Kechua speaking areas. The insurrection of the narcotics trafficking and cocaine growing are spreading into other areas like Bolivia, Ecuador, and even south into parts of Uruguay and Chili.

Now, we have taught Kechua at the University of New Mexico for 24 years. We only have one, two, or three students a year that we are teaching that. We would not be offering Kechua if there were not a national resource center for language and area studies, and we have to subsidize the linguistics program to offer that. This is because the student bodies do not pay for a faculty salary.

Cornell teaches Kechua and Texas teaches Kechua. We are all in the same situation, because of the small number of students. We, essentially, offer tutorials.

Once a year in the summertime, we get all the Kechua students in the United States together in one place. We did that at Cornell. We all pool our few FLAS fellowships and scrape together as much money as we can. We got a critical mass of students together at Cornell to learn Mia and Kechua one summer.

That is what we really have to do. We have to do the same thing with Slovak or the languages of the Soviet Union. If we don't do that, we are not using our resources very efficiently, or we will never teach the languages at all.

Mr. REED. Mr. Sawyer indicated that Dr. Burn wanted to respond to a previous question.

Dr. Burn, would you like to make a response?

Ms. BURN. Actually, I was going to follow-up on a comment that the Chairman made, if I may be permitted, with respect to Fulbright-Hayes. He mentioned students coming to this country and learning to like the country and the culture, or love it, for that matter.

I merely want to point out the imbalance in the opportunity for Americans to learn and love other countries. We have some 380,000 foreign students in the United States becoming acquainted with us, how we do things, and perfecting their English skills.

We have only one fourth or one fifth the number of young Americans studying in other countries, learning to like them and to understand them. I think that this imbalance is a source of concern.

Thank you.

Mr. REED. Thank you, Doctor.

I have one other general question.

Just to set the record straight about from my Bolivian experience, I was not involved in the activities you discussed, Mr. Merkx.

Mr. MERKX. You were not an entrepreneur.

Mr. REED. I was not an entrepreneur, driving a BMW through the Andes.

I was a West Point cadet who was going down there on an exchange with their military academy. My facility with Spanish was greatly improved by being there. It has since dissipated. This is just so you understand why I was in Bolivia.

My final question is one more, I think, of introspection or criticism.

I go back to when I was a young person. My mother and father urged me to study foreign languages, because at that time and in their view, having grown up in the 1930s, you had to have a foreign language to go on to get a graduate degree. That has been basically eliminated. Having successfully negotiated a couple of graduate degrees, I know that foreign language is no longer a gate.

Institutionally, has higher education undercut what you are trying to do by taking away some of the critical needs to get a degree in foreign languages?

Mr. BRECHT. I think that it is true to say that the higher education establishment reflects this society, and is not much different from it. I think in the past number of decades, there has been an erosion since the 1960s in the emphasis on education.

I think that has turned around and is turning around in these maybe last 6 years. I think we have a long way to go. Part of our emphasis in the language community is to try to convince the educational establishment that the traditional road in just educating people in language and literature is not the only way to do this.

If we branch out and we spread ourselves to professional schools and to the social sciences, and even the natural sciences, in fact, that is the way to start building this base again.

Whether language will be needed for the Ph.D.s, as they should be, I think our concern right now is to get the broader based, higher educational undergraduate experience more involved in language and, in my view, less involved with the language departments and more involved with the language schools.

There has been progress. Your diagnosis is correct, but I think there has been some change in the last few years.

Mr. **Reed**. I would just, in closing, urge you to continue those efforts. Whatever we do, I think, in this Reauthorization bill may be not as significant as what you will do internally in reprioritizing the importance of foreign language in higher education.

Thank you, Mr. Chairman.

Chairman **Ford**. Mr. Andrews.

Mr. **Andrews**. Thank you, Mr. Chairman. I thank Mr. Reed for clarifying his Bolivian activities for us also.

I thank the members of the panel, and I would like to ask you to respond to a general concern about the connection between international commerce and international education.

It seems to me that we have something of a tension that we should try to first articulate and then resolve in the context of this Reauthorization. This is what I think of that tension. The international business community has a solid and vested interest in promoting international education. We have heard several comments to that effect this morning, both from the members of the committee and from the panel.

Clearly, there is an inseparable link between international competitiveness and a high quality international education in American institutions of higher education.

On the other hand, I think we have to be sensitive that we do not let commercial priorities drive curricular priorities. We do not want to be in a situation where only that international education which is immediately profitable or immediately lucrative for the commercial community is reflected in the curriculum.

I suppose that there are very few American companies who would be interested in helping to subsidize the cost of the study of some fairly exotic third world culture. If we permit the funding for the program to be driven by that kind of concern, I think that we are making an egregious mistake.

On the other hand, if we fail to systematically think about the potential for expanding international education by linking up the business communities with the institutions, I think we are missing the boat as well.

I would ask the members of the panel to address, briefly, how they think, in this Reauthorization we might resolve that tension and maximize or optimize the possibilities for business involvement in funding international education.

Mr. Greenwood.

Mr. **Greenwood**. Mr. Andrews, you hit on a very important point. On our Interassociation Task Force, we had representation from the international business center group. In fashioning our arrangement, we have tried to fashion a reasonable linkage between the types of interests it represented.

There is a sense in which the interests conflict. You pointed that out quite clearly. There is another sense in which they are fundamentally and ultimately complimentary. That is, the international business community needs access to the same kind of foreign language in area of expertise that everyone else needs access to. To that extent, there is a similar degree of interest in providing that kind of support.

One of the things that confounds the relationship, in my personal opinion, is that in previous structurings of Title VI, the way in which the international business dimension of the Title was developed was by subtracting resources from the foreign language and area studies portions of the Title.

That created a structured competition and another kind of competitiveness inside the community that was not particularly productive.

One of the things that we have gotten past, at this point, and through our discussion—and there have been national discussions going on for years—is that we have gotten past that sort of superficial conflict, created by the way resources were allocated, into a more fundamental sense of the unity of our interests.

It is quite true that to run these programs off of purely pragmatic notions about business interests is not only not a good idea, but over the long run, it will not work, because businesses' focus of attention moves around the globe quite rapidly. The building and maintenance of international competence resources is a much longer term kind of proposition.

What one really has to do is address this by having the resources available, but also having structures of deployment that make those resources available, and a format that is suitable for business to use, but suitable for science and technology education, and community colleges to use and so on. You have to maintain it, strengthen it, and create a structure of interaction that is more positive.

My personal opinion, and I think this is just a repetition of the initial point, is that the sense of competitiveness between these two goals is something that can be dealt with by structuring the interaction properly.

Thank you.

Ms. SCHODDE. I would like to just quickly pick up on your concern. You are right on target.

I speaking from the structure of community colleges for a moment, those institutions, as you well know, are directly responsible for local communities and their needs in education and training.

In the area of Title VI and how that dynamic can operate and does rather well, I would refer you to page 4 of the testimony that the American Association of Community Junior Colleges has submitted to you.

They have listed four, I think, very excellent examples of the way in which Title VI, Part B, Business and International Education, is functioning now to enable those local institutions to respond to direct, local business needs.

The important dynamic that goes on there is that over 75 percent of the 1,200 community colleges today are already, and have been for some 15 years, doing economic development work with their local business community. When the Title VI money came in, it was very quickly recognized that they could tie in very nicely with that funding.

Mr. **Andrews**. I think that what is challenging and interesting about that is that it ties in to Mr. Sawyer's point about teaching in context and giving students a work experience that surrounds the language teaching, and it's a way to do that.

I have read the testimony and that reminded me what Tom had said.

Ms. **Schodde**. My response on that is that the structure there and the way in which the Title is written does not need fixing. It needs more funding.

Mr. **Andrews**. Okay, great.

Mr. **Merkx**. Congressman Andrews, I have just one point.

I think that the relationship between business and international education is exactly an analogous relationship between defense or intelligence in international education.

Business wants some things from us that we can give them. We have gotten business funding in our center for a dual degree program between Latin American studies and MBAs with our management school. It has been very successful.

What we find is that businesses only want to give money to support that program. They don't want to give money to support the library or the language program or the students who become specialists who will be the future professors.

The same thing is true, I think, and the analogy holds with respect to the intelligence community or the defense community. They need international expertise, but if we let their needs drive the program, we may not then invest in the basic research, training, and language acquisitions that are necessary for a well-rounded foreign area balance in this country.

I think we need the linkages, and we can serve those communities. We need, at the same time, to make the basic investment in the infrastructure. The only program in the Federal Government that does that is Title VI.

Mr. **Andrews**. I appreciate that.

Yes, sir.

Mr. **Brecht**. I would like to just make a very brief point on that. That is, the legislation itself reflects that tension. What we are concerned about consistently is that Part A essentially funds the general centers which look out for the long range and maintaining the long range programs and the languages in the areas of the world that are not directly concerned with business now.

Part B concerns business. This is the way it should be. But as long as funding puts those two parts in competition, then the tension becomes problematic.

As long as funding for Part A is adequate, funding for Part B is wonderful. When Part B starts taking from Part A, when business starts taking from the general centers, even if that is perceived to be the case, then we have a problems.

Mr. **Andrews**. Perhaps what we can do, rather than pit Part A versus Part B, is to find more creative ways to draw corporate dollars into Part B and free those up so that Part A funding can be expanded and meet both goals at the same time.

Thank you very much.

Thank you, Mr. Chairman.

Chairman **Ford**. Mr. Serrano.

Mr. **Serrano**. Gracias, Mr. Chairman.

I want to do this right.

[Statement in Spanish.]

In your opinion, what is it about the American society that refuses to use its resources for strengthening ourselves and our future and utilizing the many languages that are spoken in this country?

Why is it that Julio Iglesias sings in nine languages and, in my opinion, and—I know there are arguments in this society about this—the greatest pop singer of all times, Frank Sinatra, only sings in one?

[Laughter.]

Mr. **Merkx**. [Statement in Spanish.]

I think that the answer to that is very much tried up with the immigrant history of the United States. We do not have an official language in this country, which I think is very healthy. English is the language of use, but it is not in the Constitution.

I, myself, came here from Venezuela. When I came here, my parents wanted me to learn English. I think that was a very common reaction of many immigrants to the country, that everybody, whether they were of Swedish, Norwegian, German, or Spanish origin, had a commitment to becoming Americans. They tended, because of that, to downgrade their linguistic heritage that they brought with them. I think many of us lost a lot in that process.

I think that has changed. I think that one of the developments in the United States in the last half of the 20th century is now that ethnicity is seen as a virtue, and not as a liability. Language competence in other languages than English is seen as positive.

I think that is becoming something that is helping us. We are now, particularly in Spanish, beginning to get students who speak good Spanish, whose parents sometimes only had a marginal use. The students have a sense of ethnic pride and are using it all the time, and are anxious to become fluent. So, I think that value is changing.

Mr. **Greenwood**. [Statement in Spanish.]

I, as an anthropologist——

Mr. **Serrano**. Be careful—I know the Chairman understands everything we are saying.

[Laughter.]

Mr. **Greenwood**. I have a theory about the question that you have asked. It's a very complex question, but then we are academics here, too, so we are supposed to have theories.

There is a sense in which the ethnic diversity inside of the United States is always a threatening issue in the sense that the history of our discussions about it have mostly been about conflict or about complicated issues of distributions of rights and responsibilities.

That issue cuts across, it seems to me, and it doesn't stay in place as a domestic set of problems when we start talking about international awareness and appreciation of cultural differences.

One of the things that fascinates me in looking at the higher education scene is the difficulty we have in making a connection between multicultural education and international education, even though both of them use skills that could be translated into one side and then over to the other.

One of the trends that seems very interesting right now is that among our students of mixed and recent ethnic background in the United States, who have either grown up in the United States or come at a relatively young age—and we see this at Cornell very clearly, and I think it is true at other institutions—they are beginning to show up on the doorsteps of our area studies programs and the language programs, attempting to get a perspective on the cultures from which they come.

They are insisting on service and resources from the international programs about that question of identity, which they are not getting satisfaction on in the context of their ordinary education as they have been growing up. That pressure creates a problem for us, obviously.

At the same time, it suggests that there is gradually beginning to be some kind of reproach between the ethnic diversity inside the United States and cultural curiosity about the countries from which all the immigrants have come. If we can ever make that dynamic work in a positive direction, we would get powerful allies in both directions for the international education process.

Mr. **Serrano**. Yes, Ms. Burn.

Ms. **Burn**. I might just remark on what has been happening on study abroad that I think relates to this. It follows up on what Davyyd Greenwood said.

We find more and more students of a minority background, recent immigrant or children of Vietnam Veterans, or children of Korean War Veterans, wanting to go to maybe France or Korea. In Massachusetts, we have students wanting to go to Cape Verde to follow-up and learn what their original culture was like.

I think this is a very healthy and exciting development that is going to expand if these students can find the ways to afford the opportunity abroad.

Mr. **Serrano**. I thank you for your comments, all three of you.

It has always fascinated me as well as troubled me, in this country the fact that we seem to be turned off by languages other than English. It's not that we are doing a great job of speaking English, but we are turned off by suggestions that we should be involved with other languages.

I am one who would encourage everyone, including myself, to learn to speak 20 languages.

It would seem to me that just for our safety, for our politics, and for our foreign relations that it makes sense not to continue to carry this attitude. As we look towards the next century, we should look south of Texas and understand that the days of sending ambassadors who do not speak Spanish to Latin Americans should be over.

I mention that particular language because that language, more than any other, is available on the streets of this country. It is not something that you have to import to California, Texas, New York, or Pennsylvania. Spanish is spoken all across this country.

I have just one final comment that really troubles me about this society. In New York City, you may find districts, areas, or neighborhoods that are 95 percent white. When you get to the minority community, which New York City is becoming every day, the mixture of the Spanish and the English language is on the street.

Now, the youngsters will trade music secrets, dance styles, and share the New York Hispanic and the New York African American culture, for instance. Yet, African American children growing up in New York never pick up Spanish. You can count on one hand how many live in the Projects with Spanish folks as neighbors pick up Spanish.

The message has always been, if you pick it up, you are giving in to the other part of the society, and they will become stronger. I was a school paraprofessional. I remember that.

Meanwhile, in the next few years, there will be all these jobs perhaps opening up for new immigrants. The ones that will not apply are African Americans, because they do not speak Spanish. They need applicants who can speak Spanish.

Unfortunately, the message has always been, don't learn it. If you do, you are giving it to them. You are making them stronger. Here is a perfect opportunity for a group of people to naturally become bilingual, just on the street, or as bilingual as one can get on the street.

I learned to speak English on the street. I don't remember learning it in school at all. I spoke Spanish, and then I learned to speak English from my friends on the street.

It just troubles me. During the 1960s—and I'll end with this, Mr. Chairman—I remember during the era of the Spaghetti Westerns, all your Italian actors dubbed their part in English. All of them did, with an exception of two or three. All the American actors had someone, in many cases, with a high pitched voice dubbing their Italian. So, if you want to hear Charles Bronson with a high squeaky voice, it was ridiculous if they made a lot of money.

It has made a point. They could come here and dub themselves, and we could not dub in any other language.

I haven't seen much progress at all. I would just hope that we could turn around and say, this is a resource we have in this country, and we should use it to the advantage of the full society.

Chairman **Ford**. Mr. Tucker, do you have a comment?

Mr. **Tucker**. Mr. Serrano, from the standpoint of the remarks that you made earlier, one of the most exciting things that the language education community finds, particularly at the early school levels, is a phenomenon called developmental or two-way bilingual programs.

So, for example, in the State of New York, there are a number of very exciting innovative programs in which, for example, you will have 50 percent Hispanic and 50 percent Anglo youngsters together in the same class. They will, by using cooperative learning techniques, each be adding the other language to their knowledge, as well as providing support for their home language.

The product of this, by the end of grade 6 or so, is really a bilingual student, with enhanced cognitive capability and with enhanced subject matter mastery.

One of the difficulties to which I alluded earlier, is the fact that there really is a lack of coordination among programs at the primary level, the secondary level, and the tertiary level.

So, I think we are beginning to see a change now at the younger level where students of diverse language backgrounds are nurturing that language, but adding English to their vocabulary. English students are also adding another language to their vocabulary.

One of the points that we would make is that somewhere, one would hope, within the Education Department, as was originally called for in Title VI, the last time around, there should be some mechanism to ensure linkage.

This is so that the right hand knows what the left hand is doing to ensure articulation so that we can draw upon the resources that we develop at an early age, and not just cause them to wither or to suffer attrition.

Mr. **Brecht**. Could I just add one other point?

That is, in our profession, there is bilingual education and then there is foreign language education. There is are fields which, for some reason or another, don't really talk, substantively. They are, in the Joint National Committee for Languages, represented together there.

We need a plan to take foreign language, and with bilingual education, do something together. In fact, whereas you are dealing with bilingual education, as you point out, that is an immense resource for Anglos who want to learn a language. We haven't exploited that at all.

A number of us are looking at that. It's complex, but I think you are exactly right. We need a plan that will bring those communities together. I think that is a very necessary part of our agenda.

Chairman **Ford**. Does anyone else have any comments?

I want to thank the panel for their testimony. I might observe that I remember reading when John Kennedy was on this committee about 43 years ago, he started complaining about meeting people in our foreign service as he traveled as a Member of Congress, who didn't speak the language of the country they were serving in. He carried that concern with him to the White House to try to make changes.

Forty-three years later, I submit that it is probable that more than half the time, the professional Americans representing us in foreign countries outside of Europe, and to a very limited extent in Latin America, can't speak the language of the country they are in.

They can only be communicated with by people in the country they are representing if they are linguistically capable of communicating in English.

There was a time when I thought that it was only the political appointees in foreign service who didn't speak the language of the country. I learned later that that isn't true. We quite regularly transfer people around as career employees into countries where they do not speak the language.

I have actually encountered people who were transferred from one European culture to an Asiatic culture, so late in their career that they said it wasn't worthwhile for them to learn the language, so they weren't going to bother.

This left some question in my mind about how useful they were to us, and whether they might be doing more damage than good. They were certainly contributing to the ugly American image that was popularly discussed earlier after World War II.

We don't seem to be making any progress at all. I don't say this to denigrate the programs you have talked for. I am sure that they will be reauthorized, and I am sure that we will send letters to Appropriations.

I am sure we won't get very much until you hear more of what we heard when the Chairman of the Intelligence Committee in the other body said that it was one of the great disadvantages in intelligence. We discovered it with the Middle East war, because we couldn't even talk to our allies.

Ever since I read that article, I have been wondering how much residual damage and how many wounded young Americans there are going to be around this country, because we suddenly created a half a million "experts" on the Middle East by sending them there.

We send them there under circumstances where it was impossible for them to learn a thing about the Middle East. Most of them went and came back, and still don't know that they have fought and put their life on the line for dictatorships, and not democracies.

We use the words "fighting for democracy" in patriotic speeches. This would come as a big shock to people who got 15 years in prison for wearing a T-shirt with somebody's picture on it, or had their head cut off because the husband denounces the wife for adultery. All of this occurring within weeks after we came back home.

They have absolutely no concept of what those countries were and are. We didn't make any change. We were there and except for the smoke that is coming from the fires, everything just sort of fell back into place.

There are a half million people out there who will speak and be listened to as experts on the Middle East, because they went to a war in the Middle East. There was no fraternization and there was no opportunity for them to learn any more than they knew before. We discovered that our military was woefully inadequate.

We probably could have done better if we had sent them to Latin America some place, because we did have Spanish speaking military. We had no Arabic speaking military. We still don't and probably won't 10 years from now when the next group of people are worried about Reauthorization.

Somehow, only the Chairman of the Intelligence Committee is going to be able to shock the people of this country into the idea that we may be trying to learn a language from the other side of the fence one day when it is too late.

We came very close to learning to speak German in this country, in my generation, and also in my parents' generation. Maybe it has been too long since we have been facing a real threat.

With the European parents that I came from, I am a first generation American. I was the first one in my family born here. I grew up on the West Side of Detroit. I learned bad words in at least a half a dozen languages, because my playmates' mothers felt that if they swore at them in German, Italian, Hungarian, Polish, and all the Slavic dialects that the rest of us wouldn't understand.

Well, the kids taught us when their mother wasn't swearing at them.

As I grew up, I thought I came from an English speaking family, because my mother and father came from Scotland. It was only after I spent a year in the service and came home that I discovered that my father had a foreign accent. I didn't know that.

I wondered why the other kids kept asking me what my grandmother was saying when she was shouting. She got pretty Gaelic when she got excited.

None of them retained the language. I do not have a childhood friend who, like me, was amongst the first born in this country, of people in a household where the language that was spoken by the parents was not English, who can do anything except swear in that language.

They are not at all literate in the language. They may have a conversational acquaintance with it that would get them to and from a job, and buy the groceries, but that is it.

The idea was beaten into my generation of first generation Americans that you were going to be judged at every step of the way in this country on how well you speak English. You were told that you would get absolutely nothing back from society if you spoke one of those foreign languages. That was made clear.

That mythology or fact, if it will be, of my generation is that we are stuck in a time warp. Nobody realizes how small the world has gotten and how quickly we are changing.

We had a Secretary of Education who went to California a couple of years ago to lecture Stanford University because they were trying to change programs out there to reflect the fact that the majority of students in that whole state were no longer from Europe. If my children or grandchild were in California schools today, they would be part of the new minority.

We are not ready to accept something like that, so we will go on and pretend it doesn't exist. We won't respond to the fact that there are a lot of people learning a form of Spanish on the street. That makes them bilingual.

We have people all over this country who think that bilingual education in our schools is English and Spanish, because that is their experience with it.

Every time we tell a group of people here that the Detroit public school system has 62 languages in its bilingual program, they look at us in disbelief. There can't be more than two languages in bilingual education. But, there are actually 62. There should be, by law, 72, but they can't find anybody to teach the other 10.

I just made a mistake by saying 62. That includes eight Arabic dialects. I am always corrected by saying eight Arabic languages. They insist that it is dialects, not languages. They insist on one Arabic language, even though they can't talk to each other any better than Northern Chinese can talk to Southern Chinese.

Our public schools in this country are actually dealing with that phenomena on a daily basis. They are being criticized by everybody in the world for not doing a job with this great population that we have.

We knew that when school started last Fall. Thirteen percent of the students who went to school for the first time on the first day were immigrants who spoke a language other than English. These are not children of immigrants, they were immigrants who spoke a language other than English.

Not for a long time have we had that kind of impact hitting our public schools. There is still no sense of urgency coming out about a multilingual society.

So, I applaud you for keeping the candle flickering, if not burning brightly. I hope you will just keep at it, because some day something will happen to wake the country up. It won't be as lonely as it seems to be right now.

Thank you very much for your help.

This committee, you know, is really becoming the all American committee. We have Tom Sawyer sitting up here in the top level. This year we acquired Jefferson and Washington on the front row. [Laughter.]

Chairman **Ford**. Tom Sawyer.

Mr. **Sawyer**. Mr. Hayes, do you have any comments you would like to add at this point?

Mr. **Hayes**. I have no comments.

Mr. **Sawyer**. Thank you very much.

We thank the panel on behalf of the entire subcommittee for a thoughtful and probing contribution this morning.

Let me welcome our second panel to deal with Titles I and XI. That panel will be comprised this morning of Ms. Evelyn Richardson, Student Body President, Bronx Community College; Mr. Kenneth Ryder, Chancellor, Northeastern University, Boston, Massachusetts; Dr. William Muse, President, The University of Akron, accompanied by Dr. David Sweet, Dean of the College of Urban Affairs, Cleveland State University; Dr. Ronald Temple, President, Community College of Philadelphia; Francis Borkowski, President, University of South Florida; and Dr. Calvin Stockman, Dean of Continuing Education, Illinois State University.

Welcome. For purposes of introduction, let me turn to our colleague from New York, Mr. Serrano, to introduce our first witness on this second panel.

Mr. **Serrano**. Thank you, Mr. Chairman.

I would like to welcome Ms. Evelyn Richardson from the Bronx Community College who is with us today. Bronx Community College is probably the best example, anywhere, that I could find of a school that deals with the nontraditional student.

I spoke at the commencement exercise at Bronx Community, and I was told that the average age of the people graduating in front of me was 31. That is certainly not the direct dream that we all have of having our child finish high school and immediately go 4 years to school and graduate 4 years later.

They also deal with a community which is the poorest Congressional District in the Nation. Yet, they have accomplishments on a daily basis, and they really tackle the job well.

Ms. Richardson is a fine representative of the student body. I want to welcome her, and have her please help by insisting to everyone back home that you did see me here and that is the reason why I can't go to all those meetings they want me to go to on any given day.

Thank you.

Mr. **Sawyer**. Thank you, Mr. Serrano.

Ms. Richardson.

STATEMENTS OF EVELYN RICHARDSON, STUDENT BODY PRESIDENT, BRONX COMMUNITY COLLEGE, KENNETH RYDER, CHANCELLOR, NORTHEASTERN UNIVERSITY; WILLIAM MUSE, PRESIDENT, THE UNIVERSITY OF AKRON, ACCOMPANIED BY DAVID SWEET, DEAN OF THE COLLEGE OF URBAN AFFAIRS, CLEVELAND STATE UNIVERSITY; RONALD TEMPLE, PRESIDENT, COMMUNITY COLLEGE OF PHILADELPHIA; FRANCIS T. BORKOWSKI, PRESIDENT, UNIVERSITY OF SOUTH FLORIDA; AND CALVIN STOCKMAN, DEAN OF CONTINUING EDUCATION

Ms. **Richardson**. Thank you.

I would like to thank the Chairman and the members of the committee for the opportunity to testify on Title I of the Higher Education Act. I would also like to particularly thank Congressman Serrano for his advocacy on behalf of nontraditional students.

My name is Evelyn Richardson. I am 34 years old and a single parent of a 12-year-old son. I have completed my second year at Bronx Community College, where I am the President of the Student Body.

I am testifying today as a beneficiary of the student aid programs and on behalf of the United States Student Association.

First of all, it would have been impossible for me to begin my college education without the benefit of Federal financial aid programs. Even though I completed high school, I found it extremely difficult to secure regular employment. I worked mostly as a household helper in other peoples' homes.

Even so, it was very difficult to make ends meet for my son and me. With New York State's high cost of living, we are always on the brink of being homeless.

Two years ago, I realized the only way I could get a steady income was to get my GED and obtain a college education. Fortunately, I lived near Bronx Community College and when I went there to inquire about admissions, I was informed about financial aid.

Armed with a Pell Grant, and a New York State Tuition Assistant Program Grant, I enrolled at the Bronx Community College, where for the first year, I took a full course load of remedial education courses and still worked part-time.

Let me tell you, it is incredibly difficult to juggle full-time school, homework, part-time work, and full-time motherhood. I am always tired, and at times, it is overwhelming.

I deliberately avoided taking out a large student loan until I had no other choice. After my first year, the costs of attending Bronx increased dramatically and my monthly rent went up by nearly $100. I was forced to supplement my Pell and TAP grants, and part-time job with a $2,000 Stafford Loan. Even with all this student aid, my financial situation is always touch and go.

Low income students, the very ones who have the greatest need for financial aid, are often forced to take out loans that they are the least able to repay even after graduation. Even with a marketable skill, such as nuclear medicine, which I am studying, with New York State's recession, I and many like myself, worry about the availability of suitable jobs after graduation and, therefore, our ability to start repaying loans at that time.

The maximum Pell Grant should be raised so that low-income students will not have to take out large loans to finance their attempt to make a better life for themselves and their children.

I am a nontraditional student, but increasingly, I am becoming not the exception, but the rule. About 60 percent of the students enrolled in the City University of New York system are part-time students. Most CUNY students are independent and nearly a fourth of them support children. Two-thirds of the students must work.

Across the country, part-time students are the fastest growing sector in higher education and 43 percent of undergraduates are age 25 and older. The average student is not an 18-year-old dependent, right out of high school.

USSA endorses the recommendations for Title I submitted by the American Council on Education on behalf of the higher education community. The community proposes the creation of a single title incorporating both Title I and Title XI.

This new title would continue the Part A Program and Planning Grants for institutions to serve the needs of the nontraditional students.

These grants could be used for a variety of purposes, including: one, the structuring of academic programs to meet the needs and schedules of adult learners, parents and underrepresented group; and two, the provision of information available on continuing higher programs and services, financial aid, and counseling and advising services.

These programs are vital for nontraditional students. The large numbers of working students seeking higher educational opportunities requires that classes be available in the morning and evening.

Likewise, USSA hopes that you will incorporate into Title IV a requirement that institutions with large numbers of evening students be required to provide financial aid counseling services during evening hours.

Also, USSA strongly supports information-dissemination efforts targeting potential adult students. A massive publicity campaign should be undertaken by the Federal Government and institutions to advertise the financial aid available.

Such a campaign would ensure that youth as well as adults are aware that financial assistance is available for postsecondary educational opportunities.

I would not have known about financial aid had it not been for my counselor.

Two other barriers stand in the way of nontraditional students seeking a higher education. As a full-time student, I am eligible for Pell Grants and Stafford Loans, but the large number of less-than-half-time students in the CUNY system are not.

These students are mostly women and are serious students trying to juggle work, school, and family responsibilities. They should not be penalized for circumstances that leave them no choice but to go to school part-time. Why should less-than-half-time students be denied this assistance that can make college a reality?

In addition, we support the Committee's past efforts in authorizing the never-funded Subpart 8 of Title IV, "Special Child Care Services for Disadvantaged College Students."

For many students, the lack of accessible, quality child care is as significant a barrier as financial need. I am fortunate that my friends can look after my son, but many who cannot afford child care choose to forego college instead. We urge you to reauthorize this important provision.

In summary, the only way we can ensure the access of nontraditional students to postsecondary education opportunities is through the full funding of Title IV Student Financial Assistance Programs.

With 30 states slashing their higher education budgets and institutions imposing tuition hikes, we can ill-afford any more cutbacks in the student aid programs. Adequate funding of the student aid programs should be Congress' paramount priority during this Reauthorization.

I thank you once again for the opportunity to testify. We commend this committee's vision in authorizing these programs for nontraditional students in 1986. Today, they are even more necessary.

If we do not serve the adult learner, we are undercutting our Nation's efforts to produce a work force that can take on the economic challenges facing us in the decades to come.

I thank you again. I will be happy to answer any questions that you might have.

[The prepared statement of Evelyn Richardson follows:]

USSA "Organizing and Advocating for Students Across the Country"

United States Student Association / 1012 14th St., N.W. Suite 207 / Washington, D.C. 20005 / (202) 347-USSA

July 24, 1991

Statement by the

United States Student Association

on

Reauthorization of the Higher Education Act: Title I Postsecondary Programs for Nontraditional Students

before the Subcommittee on Postsecondary Education

Presented by:

Evelyn Richardson
Student Body President
Bronx Community College
Bronx, New York

I would like to thank the Chairperson and the Members of the Committee for the opportunity to testify on Title I of the Higher Education Act. I would like to particularly thank Congressman Serrano for his advocacy on behalf of nontraditional students. My name is Evelyn Richardson. I am 34 years old and a single parent of a twelve year-old son. I have completed my second year at Bronx Community College, where I am the president of the student body. I am testifying today as a beneficiary of the student aid programs and on behalf of the United States Student Association (USSA).

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Two years ago I realized that the only way I could get on steady economic footing was to get my GED and obtain a college education. Fortunately I lived near Bronx Community College and when I went there to inquire about admissions, I was informed about financial aid. So armed with a Pell Grant and New York state Tuition Assistance Program (TAP) grant, I enrolled at Bronx Community College, where for the first year, I took a full courseload of remedial education courses and still worked part-time. Let me tell you; it is incredibly difficult to juggle full-time school, homework, part-time work, and full-time motherhood! I am always tired and at times it is overwhelming.

I deliberately avoided taking out a large student loan until I had no other choice. But after my first year, the costs of attending Bronx increased dramatically and my monthly rent went up by nearly $100: I was forced to supplement my Pell and TAP grants, and part-time job with a $2,000 Stafford Loan. Even with all this student aid, my financial situation is always touch and go.

Low-income students, the very ones who have the greatest need for financial aid, are often forced to take out loans that they are the least able to repay even after graduation. Even with a marketable skill - such as nuclear medicine which I am studying - with New York state's recession, I and many like myself worry about the availability of suitable jobs after graduation and therefore our ability to start repaying loans at that time. The maximum Pell Grant should be raised so that low-income students will not have to take out large loans to finance their attempt to make a better life for themselves and their children.

I am a nontraditional student, but increasingly I am becoming not the exception but the rule. About 60% of the students enrolled in the City University of New York (CUNY) system are part-time students. Most CUNY students are independent and nearly a fourth support children. Two-thirds of the students must work. Across the country, part-time students are the fastest growing sector in higher education and 43% of undergraduates are age 25 and older. It's time to once and for all dispel the myth of the average student as a 18 year-old dependent right out of high school.

USSA endorses the recommendations for Title I submitted by the American Council on Education on behalf of the higher education community. The community proposes the creation of a single title incorporating both Title I and Title XI. This new title would continue the **Part A Program and Planning Grants** for institutions to serve the needs of nontraditional students.

These grants could be used for a variety of purposes, including:

* The structuring of academic programs to meet the needs and schedules of adult learners, parents and underrepresented groups;

* The provision of information on available continuing higher programs and services, financial aid, and counseling and advising services.

These programs are vital for nontraditional students. The large numbers of working students seeking educational opportunities requires that classes be available in the morning and evening. Likewise, USSA hopes that you will incorporate into Title IV a requirement that institutions with large numbers of evening students be required to provide financial aid counseling services during evening hours.

Also, USSA strongly supports **information-dissemination efforts targeting potential adult students.** A massive publicity campaign should be undertaken by the federal government and institutions to advertise the financial aid available. Such a campaign would ensure that youth as well as adults are aware that financial assistance is available for postsecondary educational opportunities. I would not have known about financial aid had it not been for my counselor.

Two other barriers stand in the way of nontraditional students seeking a higher education. As a full-time student, I am eligible for Pell Grants and Stafford Loans, but the large numbers of less-**than-half-time students** in the CUNY system are not. These students are mostly women and are serious students trying to juggle work, school and family responsibilities. They should not be penalized for circumstances that leave them no choice but to go to school part-time. Why should less-than-half-time students be denied this assistance that can make college a reality?

In addition, we support the Committee's past efforts in authorizing the never-funded Subpart 8 of Title IV, "Special Child **Care Services for Disadvantaged College Students.**" For many students, the lack of accessible, quality child care is as significant a barrier as financial need. I am fortunate that my friends can look after my son; but many who cannot afford child care choose to forego college instead. We urge you to reauthorize this important provision.

In summary, the only way we can ensure the access of nontraditional students to postsecondary opportunities is through the full funding of Title IV Student Financial Assistance programs. With 30 states slashing their higher education budgets and institutions imposing tuition hikes, we can ill-afford any more cutbacks in the student aid programs. Adequate funding of the student aid programs should be Congress' paramount priority during this Reauthorization.

Thank you once again for this opportunity to testify. We commend this Committee's vision in authorizing these programs for nontraditional students in 1986. Today they are even more necessary. If we do not serve the adult learner, we are undercutting our Nation's efforts to produce a workforce that can take on the economic challenges facing us in the decades to come. Thank you and I am happy to answer any questions you might have.

Mr. **Sawyer**. Thank you very much, Ms. Richardson.

You mention full-time school, homework, part-time work, full-time motherhood, and winning election and serving as Student Body President.

Ms. **Richardson**. Thank you.

Mr. **Sawyer**. Those of us in this business don't write off that sort of thing.

Dr. Ryder.

Mr. **Ryder**. Thank you, Mr. Chairman and members of the subcommittee.

I am currently serving as Chancellor of Northeastern University. I have to say that I come here today, in part, because I served as the former President of the Association of Urban Universities and became totally committed the concept of the Urban Grant Act, Title XI.

Today, we come to support H.R. 2351 that the Chairman has submitted. It is a tremendous improvement, I believe, on what has formerly been on the books.

The fundamental concept of Title XI has not really changed since it was originally proposed. The core idea is a simple one. Urban universities and colleges have an obligation to the cites in which they are firmly rooted, going even beyond the primary obligation to provide education to the people of the city.

In addition to educating those people, the urban institutions should be ready to provide research and services to the city, the government, and other component groups which make up the community on issues which the city and those groups feel are of high priority.

Northeastern University is a rather significant institution. It claims and is probably listed as being the largest enrollment of any private university in the country. We claim that, in part, because we do have 30,000 part-time adult nontraditional students as part of our mix.

We are very proud of our education accomplishments. We are especially proud, too, of the things we do with the City of Boston. The University was established back in 1898 by the Boston YMCA to provide educational opportunities for low income people in the city who could not afford to attend the traditional colleges.

It began with evening classes, scheduled for working people. Then in 1989, day programs were begun which used the cooperative education plan so the students could work to finance their education and afford higher education.

The university still provides extensive cooperative education opportunity for many Boston residents. All together, about 1,300 students each year receive some $18 million in scholarship aid, in addition to the income which they earn through their cooperative work.

We provide free tuition for certain component groups in the city, including 200 residents of the Housing Authority, where the public housing residents have very low income.

The university reinforces the educational programs of the Boston schools in a whole variety of ways. every summer, the campus is jumping with all sorts of younger people, sixth graders through twelfth graders. Young students come from the local neighborhoods to take special courses on campus which give remedial education assistance, and also introduce students to professional fields.

We provide enhancement programs for the public school teachers in mathematics and similar programs. This year, we have just completed a fascinating program with the administrators, management, accounting faculty members, and education leaders on our campus. We conducted a 5 month study of the Boston Public School System, at the request of the Boston School Committee.

This document that was produced over that extended period was finally made public only 2 days ago. An extensive review of the Boston schools now would suggest a number of ways in which our faculty suggest things could be improved and made more efficient.

On the bottom line, they would suggest that there is some $20 million of savings possible by eliminating some of the duplication in programs that need to be modified.

I turned over a copy of this report to the Chairman earlier today. I hope those who are interested could look at it. It is a kind of role model of what a university can do to assist a specific community in solving some of the problems.

Title XI would allow considerable expansion of this kind of activity that Northeastern has initiated. In fact, we have a commitment to the city which is highlighted in some pamphlets that I have distributed to members of the committee. I have additional copies for anyone here who would like them. They are the highlights of some of the things the university does in a very positive way to try to be a good neighbor and to help all of the community.

I have just a few scattered suggestions of things that our faculty do in the matter of controlling chemical toxicants.

We have a Toxicology Program, which works with the city to determine the level of chemical toxicants in various neighborhoods of the city.

Our faculty members in the College of Business have a small business institute where they work with about 30 young small businessmen each year, trying to improve and strengthen entrepreneurial programs, and strengthen the economy of the city.

In the area of police, our College of Criminal Justice provides special civil rights training to a variety of the police, and trains all of the minority members of the Boston Police Force, who are ready to take examinations for promotion. This gives them an intensive background, so that their success rate is immeasurably improved.

In other areas, we have a Center for Applied Social Research that has worked with the Mayor's Office and the Anti-Crime Council to develop a monitoring system to determine the probability of domestic violence in certain households.

In order to bring it all together, we do have an organization that we call the Community Service Faculty Collaborative, which allows faculty members who have an interest in public service in the city to respond to neighborhood needs and city agency requests when special expertise is required.

Members of this faculty group have worked with the City on problems above the third Harvard Tunnel, some of the problems of civil engineering, related to the depressed Central Artery, and a variety of other special areas of community need.

We sincerely believe as a group, Mr. Sawyer, that your bill makes significant improvements in the structure of the existing law. Certainly, it is a bill that should be supported very broadly.

You suggest in your bill that the nonacademic part of the partnership should not be only local government, but could be other community groups, nonprofit organizations, and others. This, I think, is a very great improvement. AUU strongly supports this broader participation.

Your bill suggests that there be participation of community colleges, where possible and appropriate. We would, as a university association, recommend that the bill might be expanded to permit the academic side of the partnership to be any institution or group of institutions of higher education, 2 year or 4 year.

This is because we believe that there are very important contributions that urban community colleges can make, which are fully capable of providing the city with important services.

We do not believe that universities, 4 year institutions or community colleges should have any special status carved out. We believe that it should be broadly open to all of the higher education community.

We urge that also, to the extent that it is possible, and if it seems wise to the committee, that you consider combining all of the outreach functions of higher education—things that might be included in Title I, Title XI, and Title V(b).

All of these represent an outreach and impact of the universities and the colleges on the community. It might be politically desirable to have them all in a single Title.

Whether they are combined or not, there is no question that the Title I program should be enacted, either as part of an outreach super Title, or as a Title of its own. We certainly would support that as well as the Title XI funding.

In 1976, this committee said, "American postsecondary education cannot say—and for the most part it is not saying—come to our place of business at our convenience, during our hours, and if we decide to admit you, you can learn what we think you ought to know." That is old fashioned education, for sure.

We are really saying, in effect, today, "What do you need in the way of intellectual wares? How can we respond to the changing needs of the community?"

We hope that the passage of this legislation on the outreach programs will, in fact, make all of this a reality. We believe that that question can be answered most positively by the report of this committee on the renewal or the refreshment of this particular legislation for higher education.

We believe, too, in the process as we support Title I and the needs of the part-time adult student. Support should be given to Mrs. Mink's bill for aid to the part-time student, which certainly is critically needed financial assistance, which allows the mobility that has been considered so essential.

In any event, after some long period of bipartisan leadership, Mr. Chairman, we are certain that this committee will, once again, make its role in history. We urge support for the legislation which has been discussed and supported here today.

Thank you very much.

[The prepared statement of Kenneth Ryder follows:]

TESTIMONY

of

DR. KENNETH RYDER

CHANCELLOR

NORTHEASTERN UNIVERSITY

on behalf of

ASSOCIATION OF URBAN UNIVERSITIES
AMERICAN COUNCIL ON EDUCATION
AMERICAN ASSOCIATION OF COMMUNITY AND JUNIOR COLLEGES
AMERICAN ASSOCIATION OF STATE COLLEGES AND UNIVERSITIES
ASSOCIATION OF AMERICAN UNIVERSITIES
ASSOCIATION OF CATHOLIC COLLEGES AND UNIVERSITIES
ASSOCIATION OF COMMUNITY COLLEGE TRUSTEES
COUNCIL OF INDEPENDENT COLLEGES
NATIONAL ASSOCIATION OF INDEPENDENT COLLEGES AND UNIVERSITIES
NATIONAL ASSOCIATION OF COLLEGE AND UNIVERSITY BUSINESS OFFICERS
NATIONAL ASSOCIATION FOR EQUAL OPPORTUNITY IN HIGHER EDUCATION
NATIONAL UNIVERSITY CONTINUING EDUCATION ASSOCIATION

before the

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

COMMITTEE ON EDUCATION AND LABOR

UNITED STATES HOUSE OF REPRESENTATIVES

HON. WILLIAM D. FORD, CHAIRMAN

WASHINGTON, D.C.

JULY 24, 1991

Mr. Chairman, Members of the Subcommittee, I am Kenneth Ryder, Chancellor of Northeastern University, and a former President of the Association of Urban Universities. This is not the first time I have had the honor of being invited to appear before your Subcommittee--and it is not the first time I have had the pleasure of working with you, Mr. Chairman, on legislation of importance to higher education.

Today I am appearing in general support of HR 2351, a bill introduced by Mr. Sawyer, a member of the Subcommittee. HR 2351 is drafted to update and reauthorize Title XI of the Higher Education Act--the Urban Grant Program.

The fundamental concept of Title XI has not changed since you originally proposed it, Mr. Chairman, in 1978 and presided over its enactment in 1980. The core idea of this Title remains s simple one. We believe the urban colleges and universities have an obligation to the cities in which they are firmly rooted, going even beyond the primary obligation of providing an education to the people of the city. In addition to educating those people, the urban institution ought to be ready to provide research and services to the city, its government, and the other component groups which make it a community---on issues which the city and those other groups believe is of high priority.

Northeastern University has the largest FTE enrollment of any independent university in the nation, and we are proud of our educational accomplishments--based largely on a Cooperative education curriculum. But we are proud. too, of the things we do with and for Boston.

The University was established in 1898 by the Boston YMCA to provide educational opportunity for low income people in the city who could not afford to attend the local private universities. There were no public universities in Boston at that time. Evening classes were scheduled for working people, and, in 1909, day programs were begun using the Cooperative Education system so that students could work and earn money to finance their education.

Northeastern still provides extensive cooperative education opportunity for many Boston residents. About 1300 Boston students each year receive some $18 million in scholarship aid from the University. In addition, free tuition is provided to 200 residents of public housing and to 10 city employees taking graduate courses.

The University reinforces the educational programs of Boston's public schools in a variety of ways. Each summer several hundred young people from the sixth through the twelfth grade are offered special courses on campus to get remedial education in areas of academic weakness and to provide an introduction to professional fields. Enhancement programs for public school teachers are offered in mathematics and science. Throughout the year about 100 students are offered specialized remedial reading instruction at the University's Reading Clinic. This year accounting and management faculty members have conducted an extensive audit of the Boston Public School System at the request of the School Committee with the hope that substantial improvement can be made in the operation of the system. I would think that Northeastern's involvement with the local schools might well come within the terms of Title XI-B, as proposed in Mr. Sawyer's bill.

Title XI would allow a substantial expansion of what Northeastern has already initiated in service to Boston, such as the following:

Control of Chemical Toxicants. The University's Toxicology program works with the city to determine levels of chemical toxicants in neighborhoods.

Small Business Institute. Representatives of the College of Business work with about thirty small businessmen each year to help identify and meet management problems.

Police Programs. In addition to providing Civil Rights Training and special training of minority police officers who are preparing for promotional examinations, the University, through its Center for Applied Social research, has worked with the Mayor's Anti-Crime Council to develop a monitoring system for households at risk for domestic violence.

Community Service Faculty Collaborative. This University agency coordinates the involvement of faculty when city agencies or neighborhood groups need expert advice. Projects involving faculty have included the construction of a third harbor tunnel, a depressed central artery and the Southwest Corridor Project.

We believe that Mr. Sawyer's bill, while remaining faithful to the vision which this Subcommittee brought to it a dozen years ago, does make significant improvements in the structure of existing law, and enhances the chances for its funding, even in these fiscally constrained times.

Where the original Title XI called for partnerships solely between universities and the governments of the cities in which they lived, Mr. Sawyer's bill suggests that the non-academic part of the partnership could be not only a local government, but also, or alternatively, a private non-profit entity within the community--an industry, labor union, the Chamber of Commerce, the local school district, to give some examples. AUU strongly endorses this aspect of Mr. Sawyer's bill, and from Northeastern's own experience, I can personally attest that it is an idea which can work and can richly reward the city, the private sector and the institutions alike.

Mr. Sawyer's bill permits the participation of community colleges "where possible and appropriate" in the partnerships it envisages. AUU is happy that the bill does this much, but we would suggest that it move just a little bit further in that same direction. Specifically, we would recommend that the bill be amended to permit the academic side of the partnership to be any institution or group of institutions of higher education--two-year or four-year. A very similar bill introduced in the Senate, S. 1336, by Senator Mark Hatfield, does go the full distance for the community colleges, and we applaud it.

We believe that there are important urban community colleges and community college systems which are fully capable of providing cities with the important services the title envisages and that neither universities, nor four-year institutions, nor community colleges should have any special status carved out for them in the legislation. The selection of an application for funding by the Secretary of Education should be on a basis of peer review, without restriction to any single sector or limited number of institutions. Title XI is not a formula grant, Mr. Chairman, and it should not become one.

I will mention one further amendment our institutions would recommend to the Sawyer bill. We would strongly urge the Subcommittee to legislate in the manner recommended to the Subcommittee on April 8th by the higher education community as a whole—by the American Council on Education, the several associations of State institutions, the private and independent sector, the community colleges and the urban institutions--all of whom signed on to the proposal that the Outreach functions of higher education should be brought together in one Title, consisting of several separate programs--and including Title XI, Title I, dealing with Continuing Education, and Title V-B, the School-College, University Partnership Program.

Mr. Sawyer's bill contains Title XI and Title V-B, and in an ideal world, we would hope that it would also contain, with distinct authorization levels and applications procedures, a renewed and strengthened Title I.

We would strongly urge upon you that a Title I be enacted, whether as part of an Outreach Supertitle, or as a Title of its own, is a matter on which we would defer to the Subcommittee's sense of what is appropriate. Substantively, AUU concurs in the Title I recommendations of the National University Continuing Education Association, and the rest of the higher education community as set forth in the April 8th committee document, and on which you will receive testimony later today.

The urban colleges and universities, Mr. Chairman, are proud of their role in the forefront of those institutions serving the New Majority of college students--the older, more mature, more experienced students--often student-parents or student-workers, and often part-time students. Much has been said throughout these hearings, about the need for the reauthorization legislation to deal with their needs. AUU, with the rest of the higher education community, would urge you to use Title I as the vehicle for doing just that.

Chairman Ford often quotes from a Committee Report filed by this Committee some fifteen years ago--a report which as he keeps pointing out, opened up many of the issues that have permeated the higher education debate since. His quotation is usually one that points to the changing nature of the college student.

Let me quote another passage from that Committee report which, I believe, underscores the thread that ties Title I and Mr. Sawyer's Title XI and bills by Mrs. Mink and other members to help part-time and other "non-traditional" student together.

This Committee said, in 1976, "American postsecondary education cannot say--and for the most part it is not saying 'come to our place of business at our convenience, during our hours and if we decide to admit you, you can learn what we think you ought to know.' On the contrary, many are saying, in effect, 'What do you need in the way of intellectual wares? And how can we fill that need?'"

This is the question higher education hopes to pose, and asks your help in answering, in an Outreach Title or Titles, in Title IV, in the whole panoply of programs under the Higher Education Act.

We believe that Title XI helps answer that question, as do Titles I and V-B.

Your Subcommittee, Mr. Chairm,an, has a thirty-year-old record of bipartisan leadership in coming up with answers to that question. 1991 will not change that tradition.

Mr. SAWYER. Thank you very much, Mr. Ryder.

Let me pause for just a moment, and indulge the same privilege that Mr. Serrano took a few minutes ago to introduce the next two witnesses.

Bill Muse and Dave Sweet are people who are really, in my experience, the anomaly in this profession. I have always thought that it was probably wise to recognize that with many of the people that we encounter and work with on an ongoing basis, we may work together as friends but, in fact, in many cases we are simply acquaintances and colleagues, and we work together well.

These two gentlemen are real denials of that general rule. I have worked with Bill Muse in another life—I as Mayor, and he as President of the university that has become the central economic engine of growth and progress in a community of 250,000.

The school, when I attended it, was somewhere between 7,500 and 8,000 students. Today, it is approaching 31,000. Its character is as international and as global as the industry that defines our community.

As a new Mayor, the collaboration with the whole range of the faculty of the University of Akron was what fueled my transition in the development of depth of issue insight that made that transition successful.

Bill Muse was not there yet, but his partnership in the growth and the collaboration between the university and the city has defined a new era in our community and in the history of the university.

Dave Sweet is the one who taught me how to go about doing that. I worked for Dave Sweet on a number of occasions. Dave is the former Director of Environmental Protection in the State of Ohio, and a former Public Utilities Commissioner in which capacity I worked for him.

Today, as Dean of the College of Urban Affairs, he has kept alive the effort that is being made under Ohio's Urban University Program. It's a direct outgrowth, a child of the existing Title XI, in this authorization, in anticipation of the funding of that.

That funding has remained hopeful for these many years. This year we hope to give it real life. If the example that Dave Sweet and Bill Muse at Cleveland State University and the University of Akron are any example, the contribution is genuinely as unlimited as what we have recognized from the Morrill Act in the last century.

With that, I am going to stop talking and welcome Dr. Bill Muse to our committee.

Mr. MUSE. Thank you, Mr. Sawyer for that introduction and particularly for the opportunity to testify before this committee.

I am mildly interested in the Reauthorization of the Higher Education Act, and am particularly interested in programs that would strengthen school and college counseling that would provide for a centralized financial aid information network that would expand early intervention programs.

I want to focus my attention this morning particularly on Title XI. I want to first applaud Representative Sawyer for the introduction of H.R. 2531, that I feel is a very visionary piece of legislation.

It would allow us to undertake an urban land grant initiative, paralleling similar initiatives across our Nation. It would encourage urban educational institutions to form partnerships, and to use their knowledge and resources for the solution of very severe urban problems.

Most importantly, it would provide funding of $40 million per year to carry out that particular initiative.

Mr Sawyer, I feel that your bill is right on target. It is extremely appropriate for the times that face our Nation today.

Increasingly, our most devastating problems—poverty, illiteracy, crime, and drug abuse—are concentrated in our major urban centers. Clearly, universities located in these urban centers are in the best position to help society and to help the leadership of those communities deal with the problems.

We don't have adequate resources to do the job we are capable of doing. When land grant institutions were created in the mid-1980s, two percent of Americans lived in rural, agricultural areas. Today, 80 percent of our population lives in urban areas.

Despite this dramatic shift, demographically, the Federal Government still gives major emphasis and major funding to land grant institutions serving these rural areas.

Based on the U.S. Department of Agriculture figures, Federal support for agricultural experiment stations and the cooperative extension service at land grant universities almost doubled from 1980 to 1990. This has increased to a current level of nearly $600 million a year.

Though extension agents serve both rural and urban areas, in many states the research that historically has supported the extension efforts focuses on agricultural issues, and is done primarily through colleges of agriculture.

The land grant model has been enormously effective in serving a rural, agricultural constituency. We, in the urban universities, believe that Federal support would assist us in emulating the land grant model for an urban constituency, and recommend to you that you move forward on Title XI to provide funding for this initiative.

I am also encouraged by Senator Mark Hatfield's proposed bill, S. 1336, because I think that parallels, very closely, what Representative Sawyer has introduced. I would urge a joint initiative to provide the support for this legislation and funding for this initiative.

I feel that it is so important to provide funding for the urban initiative as indication of Congress' recognition of the importance of this problem and of the ability of urban-based institutions to make significant contributions to the solution of these problems.

At urban institutions, we are acutely aware of the deficiencies that exist in our communities: from poor academic skills to inadequate information and guidance for students and parents about career choices educational opportunities, and the availability of financial assistance.

We have also seen that exceptional results can occur when students' needs are acknowledged and addressed through early intervention programs. I want to simply site one example of a nationally significant success story in Akron, Ohio—the Strive Toward Excellence Program, or STEP.

This program was funded entirely by private funds—a $3 million gift from the Firestone Trust Fund. It provides academic, social, and cultural activities for economically disadvantaged, but academically talented, youngsters in the Akron Public School System.

Now in its fourth year, this program has a near perfect retention rate. Parental involvement also has been extremely encouraging. We have seen parents who, as a result of the participation of their children in STEP, have entered job training programs to get off public assistance, earned their GEDs, and even a few have started working towards their own college degrees.

We feel that the investments that the University of Akron and Firestone have made are being multiplied many times over. The experiences offered by STEP are dramatically enhancing future prospects for youngsters and their families.

The only discouraging thing to us is that the program can only serve a small number of students from the Akron Public School System. Without Federal assistance for programs of this sort, the advantages could be dramatically multiplied.

In conclusion, I want to thank the committee for its efforts to obtain the input from those of us around the country. I want to commend you and, particularly, Representative Sawyer, for your leadership in dealing with these issues of prime importance to our Nation.

Thank you.

[The prepared statement of William Muse follows:]

STATEMENT

TO THE

SUBCOMMITTEE ON POSTSECONDARY EDUCATION

COMMITTEE ON EDUCATION AND LABOR

UNITED STATES HOUSE OF REPRESENTATIVES

July 24, 1991

BY

WILLIAM V. MUSE
PRESIDENT

THE UNIVERSITY OF AKRON

William V. Muse
July 24, 1991

I am William V. Muse, President of The University of Akron. Thank you for holding this hearing today to collect opinions and ideas for improving and extending the reach of postsecondary education. We appreciate your willingness to listen and to enlist your colleagues in crafting legislation that will promote these goals.

Clearly, Congress faces a very critical and formidable task in the reauthorization process. The Higher Education Act of 1965 was historic and momentous in making America's higher education system the best and most accessible in the world. Yet, there continue to be barriers which exclude or discourage access by a sizeable portion of our population, particularly minorities, the economically disadvantaged and the academically underprepared.

First, I would like to applaud Congress for its commitment to preserving the federal government's rightful leadership role in education. I am delighted to see bills pending in Congress which advocate strengthening of school and college counseling, creation of a centralized financial aid information network, expansion of early intervention programs and a visionary new bill sponsored by Representative Sawyer which would create an "urban land grant" initiative.

Title XI Testimony
William V. Muse
July 24, 1991

Rep. Sawyer's bill is right on target for these times. Increasingly, our nation's most devastating problems--among them poverty, illiteracy, crime, and drug abuse--are concentrated in urban centers. Clearly, universities located in urban areas are in the best position to help society deal with these compelling problems. But we don't have adequate resources to do the job that we are capable of doing. When land grant institutions were created in the mid-1800s, 80% of Americans lived in rural, agricultural areas. Today, 80% live in urban areas. Despite this dramatic shift, the federal government still gives major emphasis and funding to land grant institutions serving an agricultural agenda.

Based on U.S. Department of Agricultural figures, federal support for agricultural experiment stations and the cooperative extension service at land grant universities almost doubled 1980 to 1990, increasing to a current level of nearly $600M.

Though extension agents serve both rural and urban areas, in many states the research that historically has supported the extension efforts focuses on agricultural issues and is done primarily through colleges of agriculture. The land grant model has been enormously effective in serving a rural, agricultural constituency. We in the urban universities believe that federal support would assist us in emulating the land grant model for an urban constituency and recommend you move forward on Title XI to provide this funding opportunity.

I am encouraged by Senator Hatfield's proposal (S. 1336) to provide $10M in funding for Title XI and urge support of that measure.

At urban institutions, we are acutely aware of the deficiencies out there: from poor basic academic skills to inadequate information and guidance for students and parents about career choices, educational opportunities, and the availability of financial assistance. We have also seen that exceptional results can occur when students' needs are acknowledged and addressed. I would like to cite a nationally significant success story in Akron--the Strive Toward Excellence Program, or STEP for short.

Funded by a $3M gift from the Firestone Trust Fund, STEP provides academic, social and cultural activities for economically disadvantaged but academically talented youngsters in the Akron Public Schools and their parents. Now in its fourth year, STEP has a nearly perfect retention rate. Parental involvement also has been extremely encouraging. We have seen parents who, as a result of their participation in STEP, have entered job training programs to get off public assistance, earned their GEDs, and even a few who have started working toward their own college degree.

We feel that the investments of the University and Firestone are being multiplied many times over, and the experiences offered by STEP are dramatically enhancing future prospects for these youngsters and their families. The only discouraging thing to us is that the program--due to funding limitations--can only serve a small number of students, all from the Akron Public Schools.

Certainly, one of the Higher Education Act's most important and influential contributions has been in the area of student financial aid. Federal assistance is absolutely vital to college students today. At Akron, for example, nearly 40% of our 30,000 students receive some form of federal student aid. I would like to reinforce the recommendations presented earlier this month to your subcommittee in the united front by 12 major educational associations, including the American Council on Education, the American Association of State Colleges and Universities and the National Association of Independent Colleges and Universities.

Their recommendations for the Pell Grant program are:

1. To target more adequate grant assistance to the neediest students and reduce their reliance on borrowing;

2. To extend elibibility to more dependents of working poor and moderate income families; and,

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3. To improve the program's equity for all eligible students by replacing the current, complex formula with a simpler more equitable formula. The education associations have proposed a single formula of: $2,750 (living expenses) + 25% of tuition (with a maximum of $1,750) - the expected family contribution. This formula would increase awards to all low income Pell recipients; expand eligibility to families with incomes up to $44,000; provide a more realistic living allowance; and increase the tuition sensitivity of awards.

I also would encourage you and your colleagues to consider increasing federal support for cooperative education (under Title VIII). Co-op programs help students develop critical work skills and experience along with classroom learning; enable them to earn money to help pay for college; and importantly, provide business and industry with a steady stream of young talent.

Last year in Ohio along, 11,555 students held co-op assignments at some 4,990 employers. It is estimated that these students earned more than $76M in wages, for an average of $6,594. To give you some sense of how important these earnings are, a year of tuition and general fees at Akron was about $2,400 last year.

Nationally, it has been estimated that co-op students pay more than $187M in federal taxes and social security on their earnings, yielding a net gain to the government of 16 times its investment through Title VIII. Clearly, cooperative education produces wide ranging benefits for a relatively small investment.

In conclusion, I want to thank the committee for your efforts to obtain our input and to commend you for your leadership in dealing with these issues of prime importance to our nation.

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The University of Akron
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Mr. **Sawyer**. Thank you very much.

Dr. Sweet.

Mr. **Sweet**. Congressman Sawyer, it is a pleasure to be here to represent not only the College of Urban Affairs of Cleveland State University, but in my role as Chair of Ohio's Urban University Program.

It was you who stated at the beginning of this session a compliment to Chairman Ford for his vision in proposing Title XI, back in 1979. In that Act, it states that there exists on our Nation's urban campuses, an underutilized reservoir of skills, talents, and knowledge of the Nation's urban universities and calls for applying these in a systematic and sustained manner to make a significant contribution towards the solution of urban problems.

Title XI's language acknowledges that these goals were "hindered by the limited funds available to sustain their commitment," and authorized $15 million for fiscal year 1981 and increasing to $55 million for fiscal year 1985.

Those of us in Ohio who were involved in supporting that initiative at that time believe in that language. We also believe that Ohio rarely gets out in front of any initiative of this type. Fortunately, we were able to put together a proposal that, in essence, was taken to the State Legislature.

It involved a collaboration of the eligible state assisted institutions that ultimately would qualify for the funds that were called for in Title XI. That includes eight publicly assisted state urban institutions, in seven metropolitan areas.

The proposal led to the funding of what is now referred to as Ohio's urban university program. As indicated in my testimony, it started with a $1 million biannual appropriation—a line item—similar to the way in which our state funds the agriculture experiment station and extension service.

It has grown over the past six biennia, or 12 years, to a total now of over $6 million, that is distributed amongst those eight participating institutions in a coordinated fashion, seeking to achieve the objectives that were called for in the Title XI authorization.

I guess what lessons we have learned are contained in a summary booklet, which I have submitted to the committee. Contained in there is the decade of progress of the activities that these eight institutions engage in linking to their various urban areas.

While I could extol the links that you are well aware of—the urban studies center at the University of Akron, with the work that they have done, and our urban center—I will allow that to be summarized in the booklet.

I would like to point to two specific issues that, in essence, illustrate why it is so important that the Congress move forward, not only on this authorization initiative that you have put forth, but the important next step of appropriation.

The way in which a state-assisted financing occurs for our primary mission of teaching is through an FTE-generated formula. At least, that is our experience in Ohio, and I think it is true across many of the states.

For an institution to engage in outreach, and the kinds of things that Title XI calls for, in essence, a President is challenged to divert money from the teaching budget to these applied research or extension activities.

A century ago, the Congress, in its wisdom, learned that that probably was not the best model. This was done in a series of acts over a 52 year period, beginning with the Morrill Act, followed by the Hatch Act, and then the Smith-Leaver Act.

You put in place a model that is world renown. I think what we are asking for is a similar model in our urban institutions. This is because what that model allows for is the separate funding of applied research and separate funding of the extension, or the outreach for service functions.

So, the Congress now, as Dr. Muse has pointed out, funds that model for the experiment stations and the extension component to the tune of over $600 million.

The important thing that this constituency has done to their credit in the land grant institutions is the leverage. So, in the extension example, there is over $1.2 billion dollars, as a result of the Federal, state, and local funding that is involved in this outreach function.

As I was telling Dr. Muse, in the largest county in Ohio, Cuyahoga County, what occurs is the funding for extension draws upon the state, the Federal, and over $250,000 from Cuyahoga County. This flows to the College of Agriculture at Ohio State in Columbia, for the extension function.

So, I think that the first issue is that it is a very powerful model that should be replicated, and can be replicated if Title XI is authorized and appropriated.

The second thing is that it builds those essential links, whether it be links to housing or into infrastructure or urban education. Those are three that we are particularly proud of that our network has developed.

It is a classic illustration of bringing together these resource—the urban institutions and their reservoir of skills and talents—addressing the issues that you struggled with as a Mayor, and that as your successor continues to struggle with, at least having a resource at the University of Akron. The Mayor in Cleveland has a similar situation.

So, we are both pleased for your perseverance in coming forward with H.R. 2531. We stand ready to support not only this, but moving into the next stage, once that is successful and is an appropriation.

I appreciate the opportunity to quickly summarize that decade's worth of experience.

[The prepared statement of David C. Sweet follows:]

STATEMENT
TO THE
SUBCOMMITTEE ON POSTSECONDARY EDUCATION
COMMITTEE ON EDUCATION AND LABOR
UNITED STATES HOUSE OF REPRESENTATIVES

BY

DAVID C. SWEET
DEAN, MAXINE GOODMAN LEVIN COLLEGE OF URBAN AFFAIRS
CLEVELAND STATE UNIVERSITY
AND
CHAIR, OHIO URBAN UNIVERSITY PROGRAM

July 24, 1991

I am David C. Sweet, Dean of the Maxine Goodman Levin College of Urban Affairs, Cleveland State University, and Chair of the Ohio Urban University Program. I appreciate the opportunity to appear before this hearing today to offer support and recommendations for the reauthorization of the Higher Education Act of 1965.

In particular, I would like to commend Representative Sawyer for introduction of H.R.2531 as an amendment to Title XI "to encourage urban educational institutions to form partnerships to use their knowledge and resources for the solution of severe urban problems."

Dr. William Muse's testimony has provided background on the shift in population over the past century from rural to urban, the critical problems our urban areas are facing, and the lack of funding available to support urban research and extension efforts at our universities. I would like to focus on three models for funding public university research/extension activities in the State of Ohio and demonstrate how federal funding through H.R.2531 could enhance the Urban University Model.

In the first model--long the traditional one for funding state universities--public funding supports the teaching component of the university and is usually based on the number of students enrolled. Funds must be diverted from teaching to support the research and service missions of the university or reliance is placed on external grants and contracts. Emphasis is placed on the education of students as separate from their environment and there is little identification with the community.

The second funding example, the Land Grant Model, dates to the mid-nineteenth century and the passage of the Morrill Act by the U.S. Congress, which endowed states with eleven million acres of public land to be sold to fund the establishment of a whole new system of higher education--land grant universities. This new system was intended to "democratize" education by expanding both the audience and the knowledge base, and served to complement a national expansionist agrarian policy. In 1867, with the passage of the Hatch Act by the U.S. Congress, the purpose and function of the land grant university was broadened even further to include a specific research function. The Hatch Act initially appropriated $15,000 to every state for agricultural experiment stations, and by 1990 provided $225 million for such research. [See Table 1 attached.]

In 1914, the notion that a public, research university should have a service function became national policy when the U.S. Congress passed the Smith-Lever Act which made the Cooperative Extension Service a formal educational arm of the U.S. Department of Agriculture and forged a federal, state, and local government partnership linking the land grant universities' agricultural research to the people.

Federal-level attempts to build on the Morrill Act reforms and provide a federal purpose and funding for urban universities and urban extension efforts were initiated in Congress in the late 1970s. The result was Title XI, the Urban Grant University Program, established as part of the 1980 reauthorization of the Higher Education Act of 1965. In anticipation of the pending federal legislation (which had funding authorized beginning FY1981, but never appropriated), Cleveland State University successfully proposed to the Ohio General Assembly the establishment of the Urban University Program (UUP), the example for the third funding model I wish to describe.

The UUP Model emulates the Land Grant Model but is different in several aspects, in addition to its urban, rather than rural, focus. One major difference is funding. The Ohio UUP Model is supported through a line item appropriation as part of the higher education budget. Initially funded at $1 million for the 1980-81 biennium, UUP has generated a strong commitment from state and local leaders and has received continued support from the state legislature. Funding has been increased to slightly over $6 million for the 1992-93 biennium. The 1990 fiscal year state funding for UUP research and technical assistance for the urban population totaled $3.6 million, compared to research and cooperative extension for the rural population which received $35.3 million in state funding.

A second difference is that the state UUP funding supports teaching, urban research, outreach activities and data base development at seven additional state urban universities, unlike the Land Grant Model which is centered at a single institution in Ohio.

The UUP program, administered through the Levin College of Urban Affairs at Cleveland State, supports the College and its Urban Center. In a decade, the eight institutions have carried out a wide range of activities in such program areas as housing, neighborhood development, economic development, public management, and urban design and have leveraged external funding to do so. Through the involvement of faculty in this work, students are having learning experiences that link them to real problems and real solutions.

The generic word "research" obscures the importance of a large body of information that has been collected, analyzed, and disseminated throughout the state, providing citizens, legislators, corporations, and organizations with appropriate background for making the policy decisions that affect the lives, livelihoods, and fortunes of several million Ohioans.

Ohio's "Title XI-type" Urban University Program is the only one in the nation with a line-item appropriation for a state-wide program. We are quite willing to forego the distinction of being the "only one" because we are fully convinced that the Title XI funding which would assist Ohio and the other 49 states in replicating the program would enable our urban universities to better serve their constituencies.

With the passage of three acts over a period of 52 years, the U.S. Congress put in place a series of higher education initiatives which made our land grant universities a major force in building our nation's strong agricultural economy. Today we have an even more extensive system of public universities that can be involved--and are in fact, already involved, in enhancing the quality of life in our urban areas. We need, however, federal interest and federal funding to pull together these diverse activities. I urge the reauthorization of Title XI of the Higher Education Act of 1965. An infusion of federal money can serve as a catalytic force, proving that there is a high national value on urban living and a strong federal commitment to involving our universities in addressing critical urban issues.

Attachments:

1. Funding of Research/Extension Activities at Public Universities in Ohio (FY 1990). June 19, 1991.
2. Table 1. Distribution of Agriculture R&D and Extension Funds By Source, 1980 and 1990.
3. Ohio Urban University Program: Working for Ohio's Future. THE FIRST DECADE. 1991.

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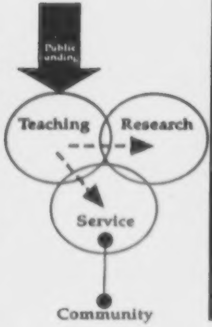
Funding of Research/Extension Activities at Public Universities in Ohio (FY 1990)

▭ Federal dollars ■ State dollars ▨ Local dollars

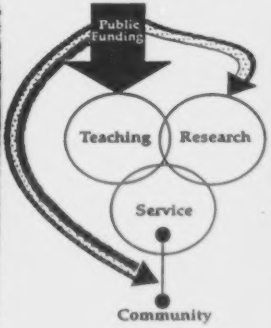
The Traditional Model

State universities receive their funding through instructional [illegible] full-time [illegible] research [illegible] service components, the universities must divert instructional funding or depend exclusively on grant dollars for such activities.



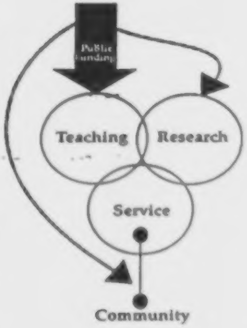
The Land Grant University Agricultural/Rural Model

Land Grant universities receive federal, state and local funds specifically for agricultural research and service/outreach separate from the instructional subsidy. This provides Land Grant with a stable source of funding that does not divert funds from teaching.



The Urban University Model

As the Land Grant model, the UUP model puts state funds directly to work in research and outreach. Unlike the Land Grant model, federal monies remain pending (H.R. 2351 introduced June 1991) and there are no continuous local matching funds.



The Traditional Model
1990 Funding (in millions of dollars)

Funding Source	*Total*
Federal	$0.0
State	0.0
Local	0.0
TOTAL	$0.0

The Land Grant University
Agricultural/Rural Model
1990 Funding (in millions of dollars)

Funding Source	*Cooperative Extension Service*	*Agricultural Research*	*Total*
Federal	$10.9 [1867]	$7.7 [1914]	$18.6
State	13.6 [1915]	21.7 [1892]	35.3
Local	10.8	0.0	10.8
TOTAL	$35.3	$29.4	$64.7

The Urban University Model
1990 Funding (in millions of dollars)

Funding Source	*Total*
Federal (H.R. 2531 pending)	$0.0
State (1979)	3.6
Local	0.0
TOTAL	$3.6

*Does not include non-tax or grant dollars.
Figures in brackets refer to the date funding was initiated.

June 19, 1991

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Table 1
Distribution of Agriculture R&D and Extension Funds By Source, 1980 and 1990.

Funding Sources	North Central Region 1980 $ millions	 1990 $ millions	 Percent change 80'90	National 1980 $ millions	 1990 $ millions	 Percent change 80'90
Cooperative Extension Service						
Federal $	$65.3	$96.4	48%	$221.8	$328.7	48%
% of National	(29%)	(29%)				
State $	$81.1	$149.2	84%	$300.5	$612.2	104%
% of National	(27%)	(24%)				
County $	$46.5	$84.4	82%	$130.1	$246.5	89%
% of National	(36%)	(34%)				
Non'Tax $	$ 7.0	$20.8	198%	$ 16.1	$ 52.9	229%
% of National	(43%)	(40%)				
Grand Total	$199.9	$350.9	76%	$668.4	$1,240.3	86%
% of National	(30%)	(28%)				
Agricultural Experiment Stations						
Federal $	$49.3	$117.3	138%	$175.7	$ 255.0	45%
% of National	(28%)	(46%)				

Source: U.S. Department of Agriculture, 1980 and 1990.

Mr. **Sawyer**. Thank you very much.

Dr. Temple.

Mr. **Temple**. Mr. Chairman, the community colleges are very pleased to be a part of your hearing on the Higher Education Act reforms that relate to Titles I and XI.

While I am a member of the Board of the American Association of Community and Junior Colleges, I am also immediate past Chair of the AACJC Commission on Urban Community Colleges and a member of the Joint Commission on Federal Relations of AACJC, and the Association of Community College Trustees.

In addition, my testimony speaks for all of these groups. The Association of Urban Universities has also asked to be associated with this testimony.

As I look at the history of the Higher Education Act, I find its central thrust to lie in helping higher education turn out more bachelor's degrees. Certainly that is a worthy goal for a democratic society.

Yet, going back, Mr. Chairman, to your very first hearing on the Reauthorization, it is perfectly clear that the grave challenges facing our country call for a Higher Education Act with a broader purpose and a larger vision.

As economists like Anthony Carnevale and Carol Francis, among others, remind us, these challenges will not be solved by science and technology alone. Answers will hinge more upon human resource development than upon capital formation.

Essential to our competitive edge will be a world-class work force—only 30 percent of which, economists again, say, necessarily will have bachelor's or higher degrees. It must, of course, include also a world-class profession of classroom teachers.

For the 70 percent of the work force who won't require bachelors or higher degrees, periodic training beyond the secondary level, to build and upgrade job skills, and to keep older workers productive longer, has become a national imperative. Like college itself, it forms an integral part of the American Dream.

This national need falls heavily on community colleges, even as it helps to drive the growth and popularity of our programs. Yet, it is a need that the existing Higher Education Act barely touches. Clearly, there should be a national strategy to addresses it. If it is not addressed in the Higher Education Act, then where do we address it?

In our view, the opening title of the Act should set the policy thrust that addresses it, in order to underscore the urgent responsibility that higher education must bear for meeting and leading responses to this need. Fortunately, such strategy and responsibility is targeted in several bills before you.

The Joint Commission on Federal Relations has recommended that both AACJC and ACCT actively support the Goodling Bill, H.R. 2852. It targets specifically two of the most pressing problems: the pipeline or transfer bottleneck, and the indefensible gaps that plague articulation between 2 year and 4 year colleges in almost every state. They are roadblocks to both a world-class work force and a world-class teaching profession.

Because community colleges serve the majority of Americans who start college, and the still larger majorities of women, single parents, and minorities who are freshmen and sophomores, the potential of our colleges for solving the teacher shortages, in terms of both talent and ethnic balance, are virtually limitless.

University schools of education should be doing far more than they are at present to tap this wellspring. The incentives in the Goodling bill should spur them to do so.

As a show of cooperation with the governors and the President, as well as a boost to the teaching profession in particular, the committee might consider keying the transfer scholarship in the Goodling bill to the five disciplines cited in their joint National Goals. Those are English, math, science, history, and geography.

AACJC and ACCT also applaud two Title XI bills, the Hatfield bill, S. 1336, and, Mr. Chairman, your bill, Sawyer bill, H.R. 2531, though we have a clear reservation about H.R. 2531.

H.R. 2531 offers a good program, but it casts community colleges in a secondary role. Because the community college systems serve the largest enrollments of both working adults and economically disadvantaged in most of the larger cities, the community colleges must be full partners in programs that deal with training and community and economic development.

The Hatfield bill, S. 1336, puts strong emphasis on community colleges, urban universities, local government, and employers working together as full partners.

In my own case, Mr. Chairman, I would like to use the initiatives in the Hatfield and Sawyer bills to help us with customized projects in partnership with city government and small and medium sized employers.

The concerns and lessons about renewing the core cities are concerns that I draw from my experience growing up in Chicago—both as President of the Community College of Philadelphia, an institution of over 40,000 students, and earlier as President of the community college system in Detroit—centers on neighborhoods.

There are sweeping solutions to the grave problems that plague the cities. The city is a mosaic of neighborhoods, each distinctive in its network of leadership and communication.

Programs that address the problems will only work if such networks have a central role in formulating the projects and are a visible and active partner in implementing them. They must share accountability for their success.

Most certainly, Mr. Chairman, we endorse and support H.R. 1048 and S. 463, that would add an Assistant Secretary for Community Colleges to the Department of Education.

While more Americans seeking technical careers and periodic skills training are served by the community colleges than by any other postsecondary system, our colleges have often been shortchanged in Education Department programs by the Department's lack of professionals seasoned in community college work. Very little has ever been done by the Department to rectify this gap.

While we appreciate, Mr. Chairman, the delicate lines of responsibility that separate the Education Department and the Labor Department, the national interest should require that the Education Department bear primary responsibility to see that this network is used to the fullest advantage in the competitiveness policy.

An Assistant Secretary for Community Colleges ought to fill a formidable role in leading such initiatives, and promoting interagency cooperation.

Paradoxical though it may seem, the importance of the institutional assistance provided by Titles I, III, and IX is magnified by the success of Title IV programs, particularly Pell Grants. The growth of community college programs continue to be driven by demand, with much of it focused on work force needs. Pell Grants have more than fulfilled their promise of access, but the part of the Pell Grant that goes for tuition never amounts to more than a small down payment on program costs.

With state and local budget problems increasing, the pressure on colleges to cut services, Titles I, III, and XI will have still greater significance in building meaningful access. Global competition increasingly requires that access be synonymous with program quality.

Consistent with everything we have said so far, Mr. Chairman, we urge the committee and Congress to keep less-than-half-time students eligible for student aid, and to press the Budget and Appropriations Committee to fund their participation in the Title IV programs.

The pressing changes in demographics, technology, and the workplace make the development of their job skills absolutely vital to our economic future.

In conclusion, Mr. Chairman, we appreciate the very difficult choices you face in these stringent times. Our overriding concern is the Nation's critical need for a world-class work force. You have heard strong testimony to that effect today.

Without such a work force, neither the Federal Government nor the states will have a revenue base over time to solve the budget deficits, the infrastructure gap, and the grave problems of crime and drugs.

We believe that higher education bears a large and central responsibility for achieving this goal. The Act you write in this Reauthorization, which we think ought to be a cornerstone of a national strategy to reach this goal, will help us to face the responsibility, as well as to carry it out.

Thank you again for this opportunity to share our thinking.

[The prepared statement of Ronald Temple follows:]

American Association of Community and Junior Colleges
Commission on Urban Community Colleges, AACJC
Joint Commission on Federal Relations, AACJC/ACCT

Represented by:

Dr. Ronald J. Temple, President
Community College of Philadelphia
July 24, 1991

Testimony Before The Subcommittee on Postsecondary Education
Washington, D.C.

Mr. Chairman, the community colleges are very pleased to be a part of your hearing on the Higher Education Act reforms that relate to Titles I and XI. While I am a member of the Board of the American Association of Community and Junior Colleges, I am also immediate past Chair of the AACJC Commission on Urban Community Colleges and a member of the Joint Commission on Federal Relations, AACJC and the Association of Community College Trustees. My testimony speaks for all of these groups. The Association of Urban Universities has also asked to be associated with this testimony.

We recognize that the federal funds that eventually flow from the Higher Education Reauthorization Act will remain largely concentrated in student assistance, yet we believe the initiatives that reauthorize and remold Titles I and XI will be just as important as the Title VI programs in expressing the direction and purpose of federal support for higher education.

As I look at the history of the Higher Education Act, I find its central thrust to lie in helping higher education turn out more bachelors degrees. Certainly that is a worthy goal for a democratic society. Yet, going back, Mr. Chairman, to your first hearing on the reauthorization, it is perfectly clear that the grave challenges facing our country call for a Higher

Education Act with a broader purpose, a larger vision.

As economists like Anthony Carnevale and Carol Francis, among others, remind us, these challenges will not be solved by science and technology alone. Answers will hinge more upon human resource development than upon capital formation. Essential to our competitive edge will be a world-class workforce -- only 30 percent of which, economists again say, necessarily will have bachelors or higher degrees. It must, of course, include also a world-class profession of classroom teachers.

For the 70 percent of the workforce who won't require bachelors or higher degrees, periodic training beyond the secondary level, to build and upgrade job skills, and to keep older workers productive longer, has become a national imperative. Like college itself, it forms an integral part of the American Dream.

This national need falls heavily on community colleges, even as it helps to drive the growth and popularity of our programs. Yet it is a need that the existing Higher Education Act barely touches.

Clearly, there should be a national strategy to address it. And, if not in the Higher Education Act, then where? In our view, the opening title of the Act should set the policy thrust that addresses it, in order to underscore the urgent responsibility that higher education must bear for meeting and leading responses to this need. Fortunately, such strategy and responsibility is targeted in several bills before you.

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As you think about national strategies for human resource development, I want to share with you some of the ideas and concerns of my colleagues in the Commission on Urban Community Colleges.

In the City Colleges of Chicago, the nation's second largest community college system, Chancellor Brady puts strong emphasis on the need for technology transfer among employers, universities and community college programs, in order to make responses to specific urban problems as timely and technically advanced as possible. A profile of her networking initiative, called the Productive Chicago Project, accompanies this testimony.

Dr. Raymond C. Bowen, President of LaGuardia Community College of the City University of New York, echoes our concern over the pipeline. He points out, "access to higher education for minorities is highly concentrated in our urban community colleges." He adds, "The challenge for institutions of higher education is to bring a significantly wider spectrum of students into the graduate and professional schools to exemplify the diversity of the emerging workforce." He thinks the challenge is summed up best by Harvard scholar Robert B. Reich, who avers that America must make a vast investment, at least $2 trillion in the 1990's, to prepare the workforce for the next century.

President Ruth Shaw of Central Piedmont community College is leading the Charlotte Workforce Preparedness Initiative, which involves local government, technology, business, and the University of North Carolina-Charlotte, and focuses on adult and workplace literacy. She sees an urgent need for the kind of "urban extension" help that the Hatfield and Sawyer bill would provide.

President Ernest Martinez of Cerritos Community College, Norwalk, California, is enlisting his business community in the effort to establish an **Institute For Economic Development** in southeast Los Angeles County. His college is in the forefront of contract training with employers and other cooperative endeavors with business and government. The Institute would develop an integrated strategic plan for educational support of regional development. Again, the assistance from Title I and XI could be pivotal to such an effort.

In my own case, Mr. Chairman, I would like to use the initiatives in the Hatfield and Sawyer bills to help neighborhoods with customized projects, in partnerships with city government and small and medium-sized employers.

The concerns and lessons about renewing the core cities that I draw from my experience both as President of the Community College of Philadelphia and earlier as President of the community college system in Detroit, center on neighborhoods. There are no sweeping solutions to the grave problems that plague the cities. The city is a mosaic of neighborhoods, each distinctive in its network of leadership and communication. Programs that address the problems will work only if such networks have a central role in formulating the projects, and are a visible and active partner in implementing them. They must share accountability for their success.

Most certainly, Mr. Chairman, we endorse and support the bills, H.R. 1048 and S. 463, that would add an Assistant Secretary for Community Colleges to the Department of Education. While more Americans seeking technical careers and periodic skills training are served by community colleges than by any other postsecondary system, our colleges have often been shortchanged in Education Department programs by the Department's lack of staff professionals seasoned in community college work. Very little has ever been done by the Department to rectify this gap. Fortune magazine's recent special issue on competitiveness, The New American Century - Where We Stand, makes this point,

> The bricks and mortar are largely in place for a superb national vocational-training network. Almost unnoticed, America's community colleges -- which enroll roughly five million people -- have been transforming themselves into training academies. Says William H. Kohlberg, president of the National Alliance of Business: "They mostly offer technical training, they're very entrepreneurial, and they work closely with business." In North Carolina alone, 58 community colleges provide instruction each year to more than 10% of the population, an ever-increasing number of whom enroll to upgrade their work skills.

While we appreciate, Mr. Chairman, the delicate lines of responsibility that separate the Education Department and the Labor Department, the national interest should require that the Education Department bear primary responsibility to see that this network is used to fullest advantage in competitiveness policy. An Assistant Secretary for Community Colleges ought to fill a formidable role in leading such initiatives, and promoting inter-agency cooperation.

Paradoxical though it might seem, the importance of the institutional assistance provided by Titles I, III and XI is magnified by the success of Title IV programs, particularly Pell Grants. The growth of community college programs continues to be driven by demand, much of it focused on workforce needs. Pell Grants have more than fulfilled their promise of access, but the part of Pell Grants that goes for tuition never amounts to more than a small down payment on program costs. With state and local budget problems increasing the pressure on colleges to cut services, Titles I, III and XI have still greater significance in building meaningful access. Global competition increasingly requires that access be synonymous with program quality.

Consistent with everything we have said so far, Mr. Chairman, we urge the Committee and Congress to keep less-than-half-time students eligible for student aid and to press the Budget and Appropriations Committees to fund their participation in Tile IV programs. The pressing changes in demographics, technology, and the workplace make the development of their job skills absolutely vital to our economic future.

In conclusion, Mr. Chairman, we appreciate the very difficult choices you face in these stringent times. Our overriding concern is the nation's critical need for a world-class workforce. Without such a workforce, neither the federal government nor the States will have a revenue base over time to solve the budget deficits, the infrastructure gap, and the grave problems of crime and drugs.

We believe that higher education bears a large and central responsibility for achieving this goal. The act you write in this reauthorization, which we think ought to be a cornerstone of a national strategy to reach this goal, will help us to face the responsibility, as well as to carry it out. Thank you again for this opportunity to share our thinking.

Mr. **Sawyer**. Thank you very much, Dr. Temple, for your testimony and for your thoughtful suggestions in regard to, particularly, Title XI.

Let me welcome another Ohioan on loan to Florida, the President of the University of South Florida, Francis T. Borkowski.

Mr. **Borkowski**. Thank you, Mr. Chairman.

I am pleased to have the opportunity to testify in front of this committee.

Let me just share with you for a moment. The institution that I represent is only 30 years old, yet it numbers among its students, 33,000 students, located on five campuses. Eighty-eight nations of the world are represented in the student body.

Most importantly, of the 15 counties from which most of the students come, those 15 counties in terms of populations now exceed 25 individual states. So, it is clear that the University of South Florida must direct much of its attention to urban issues.

The University of South Florida is one example of the many urban state universities in this Nation which are doing a great deal for urban students and the community. We are stretching our resources to educate many of tomorrow's work force and many of tomorrow's leaders. We are also stretching these resources to provide a wide array of service, research, and outreach activities that respond directly to the needs and conditions of the urban communities of which we are a part.

I would like to comment on a few issues in the Reauthorization of Title XI, which are of particular interest to the University of South Florida and other urban state universities which comprise the division of urban affairs of the National Association of State Universities and Land Grant Colleges.

Specifically, we strongly support the reenactment of the urban grant university, urban community service program, as a separate title of the Higher Education Act. We support, therefore, the Title XI Reauthorization Proposal, H.R. 2531, introduced recently by you, Mr. Chairman. It is our hope that this bill will become the basis for inclusion of the Title in the Reauthorized Act.

The Urban Grant University Act was patterned originally after the Land Grant University Moral Acts, which authorized the designation of institutions as land grants, colleges, or universities. We strongly support the inclusion of language in a reenacted Title XI, which would authorize the designation as urban grant colleges and universities—those institutions eligible to compete for project funds under the Title.

Such a designation would signal to the Nation's urban communities the availability and importance of these colleges and universities as resources for the improvement and strengthening of urban life. Urban issues are national issues. The future of this Nation, and its domestic and international security are, in great part, tied directly to the fate of the cities in metropolitan areas, which are the Nation's major population centers.

State and local governments always will have a critical role to play in urban policy. However, urban problems are increasingly national in scope and effect. The importance of Federal support, specifically for urban state universities, which are frequently dealing with the crux of profound national social issues, should be a major priority of Congress.

When one takes a look at the increased number of cocaine babies, the health care costs of senior citizens, and illiteracy, even those these are directed by institutions and have community and state support, they are growing, fundamentally, to be major national problems.

You know that many of our cities are mired in poverty, drugs, jobless and the homeless, and racism. As great and as exciting as they can be, our cities are, for too many of our fellow citizens, prisons of despair.

They are also places with their own solutions. Almost every major urban area in this Nation has, as its core, a cost-effective organization that studies these problems and proposes solutions.

That brings culture, recreation, and professionals into the city. That empowers the future of our emerging work force. It enriches the lives of our retiring work force. It provides medical care, job training, and youth services. It prepares teachers, and nurtures small businesses.

The publicly assisted, urban universities of our land are doing all of this and more. We have not waited for the Federal support promised by the Urban Grant University Act. Instead, we have moved forward in a partnership with local governments and the private sector.

Mr. Chairman and members of the committee, the escalating needs and de-escalating resources of these recessionary times cause us now to ask the Federal Government to join our partnership to finally fund its own problem, to be a part of the solution for our cities, our students, and our future as a Nation.

I would refer you to the full text of my remarks for information about the extra costs of operating a university in an urban area, the special financial and academic needs of our place-bound students, the substantial civic and social services that urban universities provide for their cities.

The evidence from the university that I represent, is that these are critical programs, and pressing circumstances, indeed. We submit that these realities cross local and state boundaries, and that they belong on the national agenda.

Thank you for the opportunity to present this testimony.

[The prepared statement of Francis T. Borkowski follows:]

Statement of Francis T. Borkowski, President, University of South Florida on the reauthorization of the Higher Education Act of 1965, before the Education and Labor Committee, Subcommittee on Postsecondary Education, United States House of Representatives, Washington, D.C., July 24, 1991.

Mr. Chairman, I am Francis Borkowski, President of the University of South Florida. I very much appreciate the opportunity to submit testimony on behalf of the reauthorization of the Higher Education Act of 1965. In particular, I am testifying in support of the reauthorization of Title XI of the Act, the Urban Community Service title which was originally called the Urban Grant University Act.

Urban state universities throughout the country are facing a crisis with potentially profound consequences. Diminishing state resources and increasing demands for services have forced urban state universities to take actions that are seriously impairing the quality of instruction and decreasing access to academic programs. Urban state universities undertake to fulfill their historic roles of teaching, research, and service amidst major urban problems that have grown dramatically during the preceding decade and appear to be growing exponentially as we proceed through the 90s into the 21st Century. Some of these problem issues include increasing unemployment, higher levels of crime and violence, strained race relations, deterioration of housing, and diminishing access to health care. Urban state universities draw the vast majority of their students from the cities and metropolitan areas in which they are located; indeed, they have an obligation to provide the highest levels and quality of education to the urban citizens they primarily serve; however, they are being challenged as possibly no other time in their history. Moreover, as state and federal resources have diminished for technical training, applied research, and human service support, urban state universities are being asked to provide badly needed expertise and services at little cost, and at times, for no cost at all.

Urban issues are national issues; the future of this nation and its domestic and international security is tied directly to the fate of the cities and metropolitan areas--the nation's major population centers. State and local governments always will have a critical role to play in urban policy, but urban problems are increasingly national in scope and effect. The importance of federal support--specifically for urban state universities which are frequently dealing with the crux of profound national social issues--should be a major priority of Congress.

As originally conceived in 1980, the Urban Grant University Act would create an instructional, research and service program in American's cities that would parallel the work our nation's landgrant universities have done for American's agricultural and rural areas. That original vision for Title XI is even more compelling in 1991, when the initial census reports show that 3 of every 4 of our citizens live in urban and metropolitan areas. It is especially unfortunate, therefore, that Title XI has never been funded, despite the support of this Committee and its chairman, Congressman Ford.

In order for you to come to a full understanding of the dilemma urban state universities face, let me provide you first with a few facts about the institution I represent. The University of South Florida enrolls students from every state in the nation and 88 nations of the world, but primarily serves a 15 county area with a population exceeding 3.5 million; that's larger than the population of 25 different states. With campuses in five urban areas, Tampa Sarasota, St. Petersburg, Lakeland and Fort Myers, which is the fastest growing metropolitan area in the nation, our enrollment currently exceeds 33,000 students. That makes USF the 32nd largest university in the nation. Incidentally, our senior citizen enrollment ranks number one in the nation.

As an institution that is just over 30 years old, we are committed to serving the education needs of this country's fourth largest, and one of its most racially and culturally diverse, states. In serving these needs we offer 99 undergraduate programs, 88 masters programs, 2 specialist degrees, 21 doctoral degrees and the M.D. in medicine. In addition, we provide a broad variety of services to the community which I will elaborate on in a few moments.

Urban state universities such as my own have continued to pursue their responsibilities to urban areas students despite the absence of funding for Title XI. I must emphasize, however, the great difficulties faced by these universities in meeting the expectations that they will serve their urban areas by providing not only academic programs but also by conducting urban-focused research and applying that research to the communities they serve. For the record, I would note that urban state universities face extraordinary expenses in fulfilling their teaching missions but are rarely funded adequately to meet these special costs. As a result, the financial margin available for research and service within urban university budgets is minimal and diminishing.

The diversity and non-traditional nature of America's urban universities, and the geographical setting of most urban campuses, create special challenges that are rarely recognized by state governments for funding purposes. Let's take enrollment for example. At the University of South Florida the average age of our students is 28 and the average household income of students is under $23,000. Approximately 50% are part-time students. Approximately 20% are married and 70% are employed. More students than ever before are taking courses for non-credit. USF, like most urban universities, is now brokering specific courses to special groups, such as executives, para-professionals, gifted children, handicapped, and senior citizens, among others. Urban universities are more than ivory towers and are not solely the domain of America's youth.

These statistics underscore the need for additional services, such as special programs for disadvantaged students. This costs USF over half a million dollars annually to provide. There are additional demands to provide staff and extended hours for student services such as financial aid, counseling, registration and admissions. In the Office of Admissions, for example, the demands of an urban population create an expectation for diverse, non-degree offerings, and the Admissions staff spend a significant portion of their time counseling prospective non-degree students. Special admissions counseling is provided for nontraditional-age students, many of whom have to meet individually with an admissions counselor. On-site admissions counseling is provided for the Urban League, the YMCA, and migrant worker programs. On-site counseling is also provided in business and industry settings, as well as with corporations relocating to the Tampa Bay area. The demand for these services outstrips many times our ability to meet it. Finally, the nature of the urban applicant pool creates substantial pressure for fee waivers, a considerable cost to the University.

At the same time, urban state universities usually have a traditional-aged student population living on campus. The co-curricular needs of these students must continue to be met with a full complement of facilities and programs that a traditional resident college provides.

Also on the cost side of the equation is the fact that a large number of people from the community make extensive use of the facilities on urban campuses. As taxpayers, they should have access to these facilities; but maintenance and operating costs are very high when these facilities are used intensively from early morning until late in the evening. A good example of this is the university library. An urban state university serves as the major information resource for its area. Community colleges and small private institutions use the library's resources to supplement their own. Individual students from the area's secondary schools as well as those attending private colleges benefit from the library's collection and services. Business and industry, particularly those that are not large enough to support an in-house information service, rely heavily on the university library for information relating, not just to product development, but also to demographic and marketing data. Through consortia, the university library provides a supplemental service to many smaller libraries. Providing these services requires a sizable, knowledgeable staff, and sophisticated equipment. That takes substantial dollars.

In addition, I would note the cost of subsidiary services such as parking and security, which are higher for most urban universities than for those institutions in more isolated, traditional settings.

At the same time, urban state universities are at a disadvantage in terms of state revenue support, which is typically based on a funding methodology strongly biased towards the traditional 18-22 year old full-time student. All students need a wide range of services, but, many state funding formulas are based on full-time student equivalencies and part-time students do not generate sufficient funds to cover the institution's cost of providing them services. This is so, even though the requirements of part-time students for these support services often equal, and sometimes even exceed, those of full-time students. In addition, needs that are unique to part-time students such as childcare and family counseling, for example - are not available at the same level as the "traditional" services provided for full-time students.

These funding disparities are often further exacerbated by the existence of multiple campuses, which serve to dilute further the institution's ability to provide adequate support services because of the necessity of duplication of services.

At USF, which has five campuses, our funding for student services ranks last in the State University System in terms of state support per student. I am pleased to say, however, that the Florida Board of Regents has recognized the substantial inapplicability of traditional higher education funding formulas to the urban universities in Florida. Thus, the State University System Board of Regents and the Florida legislature have implemented a new funding methodology to fund support services more equitably, in much the same way this Congress did in establishing the Urban Grant University Act. I am convinced that the funding of Title XI, although not funded as yet, would cause a similar positive impact on all programs of the urban universities.

Urban state universities are struggling with the pressures already placed upon our tuition schedules. In order to continue serving the needs of increasing numbers of minorities, women, and others of limited economic means, we must be very careful to match any tuition increases with increases in financial aid or we will price out of our urban universities some very important constituencies. In my own case in Florida, we are fortunate in having a tuition schedule which is below the national average. Unfortunately, state fiscal pressures are requiring double-digit increases for the coming year. Title XI funding would assist urban state universities in continuing to provide higher education opportunities for students of all ages, color, race, and ethnic backgrounds.

I wish to assure you, Mr. Chairman, and members of the Committee, that urban state universities such as my own have not sat idly by while waiting for the Urban Grant University program to become fully operative. The University of South Florida has moved ahead strongly in many areas of urban research, service and teaching. This has been done, at times, with our own limited university funds, at other times, in partnership with the support of state and local government, as well as through the use of federal grants provided through competitive programs that do not necessarily have an urban focus.

Let me review a few of the ways in which the University of South Florida fulfills its commitment to its communities.

Our Institute on Black Life sponsors activities to make the University more accessible to the African-American community. These activities include: television presentations, cultural enrichment forums, an annual Conference on the African-American Family, and other activities. The Institute recently completed a city and county-funded survey entitled "Comparative Study on Blacks, Whites and Hispanics in the Tampa Metropolitan Area." Another recent community survey was the "YMCA Central City Community Needs Assessment." The Institute also works with the Southeast Regional Center for Drug Free Schools and Communities, the Boys & Girls Clubs of Tampa Bay, and Links, Inc.

USF's Center for Urban Transportation Research has become a leader in finding innovative solutions to transportation problems in Florida. The Center's projects focus on mass transit, high speed rail, transportation finance, transportation demand management, transportation safety, training, and public policy, among others. Its clients include the U.S. Urban Mass Transportation Administration, the Florida Legislature, the Florida Transportation Commission, the Florida High Speed Rail Transportation Commission, Lufthansa Airlines, and the city of Orlando, among others.

The Center for Economic and Management Research is currently working in cooperation with the Center for Urban Transportation Research on an economic impact model used to evaluate the benefits of a high speed transit line between Miami and Tampa.

The Florida Center for Urban Design and Research has the unique mission of applying architectural and urban design values and methods to the improvement of urban environments and related development processes. The Florida Center concentrates on public service-oriented projects and assignments. Research and consultation have included a mix of architectural, urban design, and strategic planning activities addressed to varied issues of downtown and neighborhood revitalization, water-front redevelopment, and affordable housing design and delivery systems for local government agencies.

Various research projects in multidisciplinary fields contribute knowledge to the community on sanitation, solid waste, waste water, groundwater quality, sewer systems, sinkhole research.

USF's Small Business Development Center provides free management and technical assistance to current and prospective small business owners. It has assisted more than 30,000 individual clients through more than 1,400 educational programs and is the largest center in the State.

At the University of South Florida, providing educational opportunities to the community, not just our own students, is a major thrust of numerous centers and institutes. The Teacher Education Center, affiliated with USF's College of Education and funded through the State Department of Education, provides in-service training workshops for teachers to update certification. College Reach-Out offers pre-college classes on the USF Tampa Campus to disadvantaged minority high school students. Project Thrust, a University-wide program, provides tutorial services, study skill classes, extended classes, special summer programs, advising and counseling. Project Upward Bound is a college preparatory program for economically disadvantaged minority students; student attending this program go on to successful college careers. The Center for Economic Education works with area chambers of commerce and business economic education councils. The Center conducts courses and workshops and develops and provides curricula to area school districts to promote economic literacy.

The Center for Excellence in Mathematics, Science, Computers, and Technology delivers programs and activities designed to improve the level of achievement of K-12 students in these fields. It provides college preparation through the Center's Mathematics Lecture Series. The Science Mentor program provides direct help to students preparing projects for the annual Florida Science and Engineering Fair. The Center for Mathematical Services offers summer programs for gifted and high-achieving secondary school students from Hillsborough and surrounding counties. It also offers a lecture program on Mathematics in Today's World wherein faculty and local business people address secondary school classes about the importance of mathematics in business, industry, and the professions. The YES, WE CARE! program provides role models, particularly minority role models, in the fields of engineering and mathematics for high school students.

For the past six years USF has conducted a six-week, residential Migrant Summer Institute for students with a socio-economic disadvantage. Ninety-eight percent of Hillsborough County's migrant students who have participated in the program have graduated from high school. This summer's class totaled 150 migrant students.

Through the Center for the Study of Physical Education and Sport for the Disabled, the I'M SPECIAL network provides videotape and print instructional materials to enhance the quality of programs of physical education for handicapped students through the preparation of teachers. The I'M SPECIAL videos produced at USF are used nationwide in university courses, public and private school system in-service teacher-training workshops, and educational television broadcasts.

The Tampa Bay Craniofacial Center at USF houses a transdisciplinary team of university and community health care specialists who treat children and adults who have severe congenital or acquired head and facial deformities.

"Making City Government More Accessible to Private Contractors" is an example of projects being conducted by University faculty to increase local government interactions. The USF Center for Public Affairs, an off-shoot of the Florida Institute of Government, conducts surveys and consults with local governments. The Institute also provides consultation to local governments. The Institute of Government also provides such services as catalogs and directories of city ordinances, making government more accessible to the people.

In the critical area of Health Sciences the physicians of the College of Medicine provided the community $22 million in uncompensated care last year. This was in addition to the nearly $30 million in charity care provided by Tampa General Hospital, one of the largest hospitals affiliated with our College of Medicine. The University does not operate its own teaching hospital, rather through special arrangements, utilizes seven major hospitals in the Tampa Bay region for educational purposes. Each of these hospitals accounts for significant programs caring for the poor of the community.

USF's Department of Pediatrics, through 19 state programs, is providing more than $2 million in care to poor children. Other University programs that impact the community directly include the participation since 1988 by USF's Florida Mental Health Institute in a network of universities in the southeast dedicated to training and informing a full range or primary health care professionals about the handling and treatment of persons infected with HIV virus. In the last three years, the University's mental health unit has sponsored 216 training sessions for nearly 12,000 health care workers at sites across the state.

For the last three years, the USF Suncoast Gerontology Center has served as a national resource center for Alzheimer's disease. The goal is to teach health care professionals in the states how to develop Alzheimer's programs. USF's Gerontology Center, in 1985, was instrumental in laying out the basis for the Florida law that established the state Alzheimer's program.

The community profits from USF's five-year-old Moffitt Cancer Center and Research Institute in a variety of ways, from low-coast mammography examinations to a growing, research-based bone marrow transplantation program. Community outreach programs include the use of a bus that dispenses cancer risk information throughout the state. The hospital recently inaugurated a free telephone service, staffed by nurses, to provide answers to questions about cancer.

In the area of non-credit courses, USF's Lifelong Learning, offers approximately 100 courses each semester on such topics as personal development, the arts, writing, language and communication skills, test preparation, environment, computers, public relations, health, dancing, sports and astronomy, etc. These courses are offered to the community as a service of the university.

The Division of Lifelong Learning also administers the USF Senior Citizen waiver for tuition-free courses available to senior Floridians in the community.

The University of South Florida is but one example of the many urban state universities in this nation which are doing a great deal for our urban students and communities. We are stretching our resources to educate tomorrow's workforce and tomorrow's leaders. We are also stretching these resources to provide a wide array of service, research and outreach activities that respond directly to the needs and conditions of the urban communities of which we are a part.

Before I close my testimony, I wish to comment on a few issues in the reauthorization of Title XI which are of particular interest to the University of South Florida and other urban state universities which comprise the Division of Urban Affairs of the National Association of State Universities and Land-Grant Colleges (NASULGC). Specifically:

> *We strongly support the reenactment of the Urban Grant University/Urban Community Service program as a separate title of the Higher Education Act. We support, therefore, the Title XI reauthorization proposal, H.R. 2531, introduced recently by a member of the Committee, Congressman Sawyer, and it is our hope that this bill will become the basis for inclusion of the title in the reauthorized Act.
>
> *The Urban Grant University Act was patterned originally after the land-grant university, or Morrill, acts, which authorized the designation of institutions as land-grant colleges or universities. We strongly support the inclusion of language in a reenacted Title XI which would authorize the designation as urban-grant colleges and universities those institutions eligible to compete for project funds under the title. Such a designation would signal to the nation's urban communities the availability and importance of these colleges and universities as resources for the improvement and strengthening of urban life.

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Finally, we realize there are many important funding needs for higher education that come before this subcommittee, and many important funding needs for the rest of society that you consider in your other responsibilities within the Congress.

But I really believe that this legislation, authorized a decade ago but never funded, effectively addresses a fuller range of our country's domestic challenges than does any other single act.

You know that our cities are mired in poverty and drugs, the jobless and the homeless, racism and illiteracy. As great and exciting as they can be, our cities are, for too many of our fellow citizens, prisons of despair.

But they are also places with workable solutions. Almost every major urban area in this nation has at its core a cost-effective organization, the urban state university, which studies these problems and proposes solutions; which brings culture and recreation and middle class professionals into the city; which empowers the future of our emerging workforce and enriches the lives of our retiring workforce; which provides medical care and job training and youth services; which prepares teachers and nurtures small businesses.

The urban state universities of our land are doing all of this and more. We have not waited for the federal support promised by the Urban Grant University act and instead have moved forward in partnership with local governments and the private sector. But we are not doing enough and the escalating needs and de-escalating resources of these recessionary times cause us now to ask the federal government to join our partnership, to finally fund the program it established, to be a part of the solution for our cities, our students, our future.

Thank you for the opportunity to present his testimony.

FTB/ejp

Mr. **Sawyer**. Thank you very much for joining us today.

Our final witness on this panel is Dr. Calvin Stockman.

Mr. **Stockman**. Mr. Chairman and distinguished subcommittee members, I am most pleased to join you and my colleagues at the table today to discuss the Reauthorization of Titles I and XI of the Higher Education Act of 1965.

I am Dean of the College of Continuing Education and Public Service at Illinois State University. It is a 4 year public institution, with full-time enrollments totalling more than 22,000 students. By comparison, the College of Continuing Education and Public Service serves 50,000 students each year, and offers 800 programs to part-time students, living and working in northern and central Illinois.

I also come before you this morning as the current President of the National University Continuing Education Association. The Association represents some 400 accredited, degree-granting colleges and universities across the Nation, institutions that are dedicated to providing credit and noncredit, degree and nondegree continuing education programs and services to millions of part-time postsecondary education students.

Mr. Chairman, about 1½ years ago, the higher education community began discussing Reauthorization issues. The product of those deliberations is before you today, submitted on April 8 by the American Council on Education on behalf of the higher education community.

NUCEA's proposal recommends authorizing $25 million for fiscal year 1993, and such sums thereafter to provide direct grants to colleges and universities for continuing higher education activities.

These funds would provide important grant monies that would allow these institutions to address the expanding educational needs of part-time students. This funding would represent Federal recognition of the importance of continuing higher education to ensure American competitiveness in the global economy.

Five years ago, this House supported an extensive rewrite of Title I of the Higher Education Act. I do not need to remind the members of this subcommittee of how difficult it was to advance that title through conference.

Yet, we won that battle during Reauthorization, because many of you here believed in its importance. Title I, which made such good sense in 1965, is even more timely today. The reasons for placing Title I at the beginning of the Higher Education Act are just as valid now as then.

Title I represents a tremendous opportunity for Congress to respond to today's higher education realities. The catch-phrase during the last reauthorization was "removing barriers" for those adults in need. Today's emphasis is on providing lifelong learning opportunities.

President Bush recently drew attention to this imperative in "America 2000," in which he expresses his desire to make America "a Nation of students." Title I can help make lifelong learning become a reality for many Americans.

Mr. Chairman, there are many myths surrounding part-time students in America. Perhaps the most frustrating for those of us on the front lines is the false perception that these students are relatively affluent, and can afford to pay for postsecondary studies out-of-pocket.

The vast majority of these students work full-time, support families of their own, are unemployed or underemployed, and are struggling to achieve a measure of economic security in a rapidly changing labor market.

As you have heard this morning, many part-time students are single-heads-of-households, with enormous economic and parental responsibilities. For these individuals, continuing higher education helps overcome a number of barriers in order to acquire the education and training necessary to remain productive and to be a part of a competitive work force.

Mr. Chairman, times really have changed. Most Americans realize that they can no longer count on working one job or pursuing a single career during their working lives. Workers find they need to acquire new skills and new knowledge to gain good jobs.

Mr. Chairman and members of the subcommittee, I ask each of you to take a hard look at the proposal before you this morning and to let us work with you to ensure that part-time students are not left out during this Reauthorization. I can think of no other student population so deserving of support, so willing to work to improve their lives and to contribute their talent to America's future.

I appreciate the opportunity to be here with you this morning. I would be pleased to answer any questions that you may have. If I am unable to, I will be happy to give them to the record.

[The prepared statement of Calvin Stockman follows:]

Embargoed Until 9:30 a.m.
July 24, 1991

STATEMENT OF CALVIN L. STOCKMAN

DEAN, COLLEGE OF CONTINUING EDUCATION AND PUBLIC SERVICE

ILLINOIS STATE UNIVERSITY

BEFORE

THE SUBCOMMITTEE ON POSTSECONDARY EDUCATION

UNITED STATES HOUSE OF REPRESENTATIVES

ON

THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965

JULY 24, 1991
2175 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C.

Chairman Ford, Mr. Coleman, and distinguished Subcommittee members, I am most pleased to join you and my colleagues at the table today to discuss the reauthorization of Titles I and XI of the Higher Education Act of 1965.

My name is Calvin L. Stockman, and I am dean of the College of Continuing Education and Public Service at Illinois State University. Illinois State is a public four-year institution with full-time enrollments totalling more than 22,000 annually. By comparison, the College of Continuing Education and Public Service serves 50,000 students each year, and offers 800 programs to part-time students living and working in northern and central Illinois.

I also come before you this morning as the current president of the National University Continuing Education Association (NUCEA). The Association represents some 400 accredited, degree-granting colleges and universities across the nation, institutions that are dedicated to providing credit and noncredit, degree and nondegree continuing education programs and services to millions of part-time postsecondary education students.

Mr Chairman, about a year and a half ago, the higher education community began discussing reauthorization issues. The product of those deliberations is before you today, submitted on April 8th by the American Council on Education on behalf of the higher education community. The proposal to recast Titles I and XI into a single new title reflects the thinking and support of the two organizations with historical ties to those titles -- the National University Continuing Education Association and the Association of Urban Universities.

NUCEA's recommendations pertain to the continuing higher education components and seek to address the following realities:

- An increasing number of states and higher education institutions are using telecommunications technologies to serve part-time students off campus, in the home, and at work;
- Continuing higher education is becoming increasingly crucial to the development of human capital resources, competitiveness, and workforce education;
- Barriers continue to exist for adults seeking postsecondary education because higher education aid programs remain targeted to the shrinking "traditional" student population; and
- No other federal legislation acknowledges or promotes the significance of continuing higher education at degree-granting colleges and universities.

NUCEA's proposal recommends authorizing a modest $25 million for Fiscal Year 1993, and "such sums" thereafter, to provide direct grants to colleges and universities for continuing higher education activities. These funds would provide important grant monies that would allow these institutions to address the expanding educational needs of part-time students. This funding would represent federal recognition of the importance of continuing higher education to ensure American competitiveness in the global economy.

Title I was rewritten and refocused during the last reauthorization of the Higher Education Act. However the Administration never requested, nor did the Congress appropriate, funds to support the direct grant portions of Title I. Yet the direct grants authorized by this title remain the only federal programs providing a clear and concise mandate to serve displaced workers, the educationally disadvantaged, both rural and urban residents, and working Americans trying to acquire new skills in order to adapt to a rapidly changing global economy.

Let me provide just a few examples of how Title I could assist the nation's colleges and universities in serving the continuing higher education needs of part-time students:

- First, a three-year federal grant could help a consortium of four-year universities to develop a statewide, in-service, teacher-training program that would upgrade math and science teaching skills in the elementary and secondary schools.
- Second, a three-year grant to a community college located in an area suffering from high unemployment could support programs to help laid-off or underemployed workers to acquire new skills and qualify for new careers.

- Third, a three-year federal grant could enable an urban university to reach out to expanding minority populations, which are seriously under-represented in traditional higher education programs, and provide the means for many more individuals to gain access to American economic and political life.
- Finally, a three-year federal grant could enable a small college to develop or expand distance education programs, thereby providing credit and degree opportunities to residents of small rural communities.

Five years ago this House supported an extensive rewrite of Title I of the Higher Education Act. I do not need to remind the members of this Subcommittee of how difficult it was to advance that title through conference. Yet we won that battle during reauthorization because many of you here today believed in its importance. Title I, which made such good sense in 1965, is even more timely today. And the reasons for placing Title I at the beginning of the Higher Education Act are just as valid now as then.

Title I represents a tremendous opportunity for Congress to respond to today's higher education realities. The catch-phrase during the last reauthorization was "removing barriers" for those adults in need of postsecondary education. Today's emphasis is on providing lifelong learning opportunities. President Bush recently drew attention to this imperative in America 2000, in which he expresses his desire to make America "a nation of students."

Title I can help make lifelong learning to become a reality for many Americans.

Mr. Chairman, the numbers clearly show that America's colleges and universities are serving a vastly different population today than was the case 26 years ago, when this body first passed the Higher Education Act of 1965. Almost half of today's students are what once was termed "nontraditional." In fact, more than six million part-time students enrolled in degree-granting institutions this past autumn, and that was an increase of more than 4 percent over the year before. Two-thirds of all master's degree candidates are now part-time students, and the number of women pursuing master's degree on a part-time basis increases every year.

A recent article in The New York Times reported that 83 percent of the nation's higher education students are commuting students -- meaning they live off-campus in residences neither owned nor operated by the institution. The same article goes on to observe that while "part-time students greatly outnumber traditional residential students in the United States today, many institutions continue to operate as though nontraditional students were marginal to the educational enterprise."

Mr. Chairman, there are many "myths" surrounding part-time students in America. Perhaps the most frustrating for those of us on the "frontlines" is the false perception that these students are relatively affluent and can afford to pay for postsecondary studies out-of-pocket. The vast majority of these students work full-time, support families of their own, are unemployed or underemployed, and are struggling to achieve a measure of economic security in a rapidly changing labor market. Many part-time students are single-heads-of-households with enormous economic and parental responsibilities. For these individuals, continuing higher education helps overcome a number of barriers in order to acquire the education and training necessary to remain productive and a part of a competitive American workforce.

It is obvious to me and to my colleagues on campuses across the nation, Mr. Chairman and Subcommittee members, that part-time students have not yet "arrived" in the view of many in Congress. I believe the recent action by this House and the Senate Appropriations Committee to prevent less-than-half-time students from receiving Pell Grants is unconscionable. We are not talking simply about cutting budgets -- we are eliminating many of the neediest and most deserving students from qualifying for federal assistance. In an era of increasing competition abroad, this nation cannot afford to ignore so many working Americans who are willing to make the sacrifice to improve themselves through continuing higher education.

On that note, I wish to commend Mrs. Mink for introducing H.R. 2331, which would reinstate Pell Grants for less-than-half-time students, and the many members of this Subcommittee who have agreed to cosponsor that legislation. I speak for all of us in continuing higher education when I say that we support this legislation and hope that it is incorporated in the reauthorization bill that will emerge shortly from this Subcommittee.

Mr. Chairman, times really have changed. Most Americans realize that they can no longer count on working one job or pursuing a single career during their working lives. Workers find they need to acquire new skills and new knowledge to gain good jobs. We are becoming a society of dual-income households, and single-headed households. Many Americans simply cannot afford to attend college full-time. For them, part-time study is not an option, but a reality.

I realize that economic times are difficult. Many states are experiencing severe budget problems, in part from having to absorb increased responsibilities to provide services to their citizens. For these states, maintaining a flexible workforce -- which implies greater access to continuing higher education -- is critical to regaining prosperity. The federal deficit is forcing tough decisions not only in this room but also elsewhere on Capitol Hill and across the nation. We in higher education are sensitive to the demands being placed on federal coffers and the urgent need to trim back programs that are deemed unnecessary. But denying funds to part-time students constitutes a serious threat to this nation's economic future, because the majority of tomorrow's workers are already in today's workforce.

Mr. Chairman and members of the Subcommittee, I ask each of you to take a hard look at the proposal before you this morning and to let us work with you to ensure that part-time students are not left out during this reauthorization. I can think of no other student population so deserving of support, so willing to work to improve their lives and to contribute their talents to America's future.

I appreciate the opportunity to be here with you this morning. I would be pleased to answer any questions you may have, and if I am unable to answer them this morning, I would be happy to respond in writing for the record.

Thank you very much.

Mr. **Sawyer**. Let me say thank you to all of you, on behalf of the entire subcommittee, for the thoughtful contributions that you have all made.

I particularly want to thank everyone for the kind comments that were made about Title XI. I particularly want to say thank you for the thoughtful suggestions that you have made about ways in which it might be improved.

Let me also thank you for the comments about the importance of sound counseling early in a child's education. The ability to know what truly is available out there is enormously important in young people making appropriate coursework choices early on their careers, so they don't preclude options that may have been available to them only a few years later, had they made more appropriate choices.

With that let me turn to—everybody keeps calling me "Mr. Chairman." Do you have any idea how scary that is when he is sitting right here?

[Laughter.]

Mr. **Sawyer**. Let me return to Chairman Ford.

Chairman **Ford**. Well, Mr. Chairman, I want to thank you for taking over and managing this very diverse panel of contradictory statements here.

Some of these people were here agitating when we wrote Title XI 10 years ago.

Hopefully, the little gleam of light that came from the Senate side will turn into a fire, and by the time they come back next time, it will actually be funded and be doing what we expected it to do.

I hope you don't tell very many people that you are already doing these things without Federal money. Because if you do, the administration will jump on that and say that is proof of the fact that if we preach long enough, you'll just go ahead and do it without any money from Washington. That's the new methodology for aid to education.

I thank the panel for their cooperation and for the work you put in to prepare for this hearing.

Title I, Mr. Stockman, was somewhat difficult. The last time it ended up being a compromise between a member on this side of the aisle and a member on that side of the aisle, with a great deal of emphasis on the problems of rural America. This made it possible for us to keep it alive in the conference with the Senate.

This time, we are not going to the conference with the Senate with one party in charge on one side of the table, and another party in charge on the other side of the table. All the scoundrels at this conference will be our scoundrels. We don't anticipate problems with either Title XI or I coming at us from the Senate side.

As a matter of fact, Mr. Jeffords is sitting over there. He was a very strong supporter of it when we did the Reauthorization last time. I am sure that we can count on him to keep peace on our behalf.

Thank you very much.

Mr. Olver, do you have any comments or questions for the panel, before we dismiss them?

Mr. **Olver**. Mr. Chairman, I hesitate to get involved here, because I have a feeling you were just about ready to let them off the hook.

Chairman **Ford**. Well, that is what I had in mind, but don't let them off too easy.

Mr. **Olver**. Mr. Chairman, I want to thank you very much for bring this panel together. This has been very interesting information.

In fact, I, just coming from the other sector of state government and state finances in the very recent past, didn't realize there was a Title XI, because it hasn't been funded. So, these comments raise a whole series of openings. If I may, I would like to just go off from where you were, not saying too much about how these things have been funded.

I would like to ask Dr. Borkowski a question. I notice in here you have a Center for Urban Transportation that does a number of things for the State of Florida. How is that funded? Do you have a College of Engineering, or is there a Civil Engineering Department? I don't see that specifically in what you are talking about.

Mr. **Borkowski**. Congressman Olver, that is not in the College of Engineering. It is a specific center for urban transportation. The funding is multiple. It is from some Federal dollars, some state dollars, some foundation dollars, and private support. It's a combination of resources.

The transportation problems in Florida are profound, and not decreasing. There is a net increase of 900 additional people who move into this state daily. Actually, the gross number is 2,100 or 2,000, but then 1,100 or 1,200 leave. Therefore, roughly 900 people move into the state every day, permanently. Consequently, the transportation problems are very severe.

I would add, if I may, to the Chairman's comment about the gentle admonishment, and appropriately so, about not underscoring the kinds of things that we are doing.

It is virtually impossible to not allocate resources and direct some of them towards some of these major profound issues. The bottom line is, however, we need to do more. We need to do longitudinal studies. We need to take a long-term look at what effect nutrition and wellness programs are going to have on health care costs of senior citizens.

With AIDS, we need to deal with a work force that is dealing with people who have AIDS. We can get a handle and work directly with the people who are so infected, but we need to take a look at what implications these are going to be on those who have direct contact with individuals who have this dreaded disease.

Consequently, that is where I think the national problems need to be addressed. Because of the location, it is incumbent upon us to direct some resources towards these critical problems. However, when we are looking at the long-term benefits to the Nation as a whole, I think this should be on a national agenda.

Mr. **Olver**. So you are finding, then, for this Center for Urban Transportation Research, sources of Federal monies from other locations, in one place or another, to do what might otherwise be a direct part of Title XI?

Mr. **Borkowski**. Yes, sir.

Mr. Olver. Chancellor Ryder, you mentioned in your comments a small business institute. Could you tell me where the funding for that comes from, and how does it function? What are some of its major accomplishments?

Mr. Ryder. Basically, it is supported by the university. It is an extension of the academic program in the management field. It serves as a base for assisting graduate students and others with specific problems that need to be resolved.

With the faculty and the graduate students' cooperation, they are able to work with the entrepreneurs. While there is occasionally some money made available from industry, the majority of the funding comes directly from the university. It is a service and, at the same time, is integrated with the academic instruction program.

Mr. Olver. Is that supported by Federal funds or direct grants for the small business institute in any kind of a way from any source?

Mr. Ryder. Not as far as I know at this date.

Mr. Olver. So you have committed university funds because of the importance of doing it.

Mr. Ryder. Correct.

Mr. Olver. You speak of having dealt with 30 small businessmen each year—in what kind of a way?

Mr. Ryder. Basically, it is an attempt to take a management analysis of small business programs that have been started that may have the need for different systems of direction, or may need market surveys.

Whatever the state of the particular business is, there is an attempt to reinforce the strengths and to point out possible flaws in organization or structure to draw an effect upon the expertise of the business faculty to give support to the ongoing attempts to establish new business.

Mr. Olver. Is this done on a one-on-one basis?

Mr. Ryder. Yes, basically, it is done on a one-on-one basis.

Mr. Olver. So it is not an association of businesses?

Mr. Ryder. No.

Mr. Olver. I see. Basically, it is, then, technical assistance, very much like the cooperative extension has worked in agricultural problems in the past.

Mr. Ryder. Yes, it is very much the same.

Mr. Olver. Totally with your own resources?

Mr. Ryder. Yes, that is correct.

Mr. Olver. Mr. Chairman, may I ask one more question of Dr. Temple?

Chairman **Ford.** Go ahead.

Mr. Olver. You are the person representing here the community college area. You have indicated that you would like to use Title XI. What kinds of things would be most effective for you in the use of Title XI in economic development or community development?

Mr. Temple. One of the things that we see in our large cities is that there is no single approach to dealing with the problems of urban America. If you go into a particular neighborhood, you will see that there is the brick and mortar problem. That is the physical side of it. You will see the social, the educational, and the cultural side of it.

One of the exciting things about Title XI is that it talks about—and particularly with the Sawyer bill and the Hatfield bill—the partnership. It's a combination of resources. I believe our education institutions in our urban school districts are not going to solve, for example, the problems of urban America alone. However, working together with the various state agencies, local agencies, business, and industries, I think that we have a chance to solve some problems.

So, what I would like to do in terms of Philadelphia—and earlier we were beginning to do some things in Detroit when I was there—is just to go into a particular neighborhood as a model and pull together the multitude of resources that you need to deal with the education that relates to the social, cultural, and environmental, as well as the physical side of the neighborhood.

I think that Title XI, particularly with those two additional bills, provides that kind of combination or partnership that, I think, makes our chances of success much greater.

Mr. OLVER. Thank you, Mr. Chairman.

Chairman FORD. Mr. Serrano.

Mr. SERRANO. Thank you, Mr. Chairman.

First of all, I would like to apologize, Mr. Chairman, to you and to the panel for disappearing for awhile. As you know, the Justice Department has thrown out New York City's districting plan, claiming that it was unfair to the Hispanics. Everybody wanted to find out how I am going to solve that problem, so I apologize.

It kind of leads into the question that I wanted to ask Ms. Richardson. That is, when I first arrived in New York from Puerto Rico, my community arrived to face many difficulties. One of the difficulties we did not face was lack of American citizenship. That I had since birth.

Now, I notice that in New York City, as you know, in the last few years, more and more folks from the Caribbean and from Latin America are coming in. When I was a child, most of the people coming in to attend a school, if you will, were coming in my age. Whereas, now we see a lot of folks coming in as adults and then going into Bronx or going into the CUNY system.

Do you see changes in the systems to accommodate these students fast enough? What are some of the unique problems that you see, other than the obvious that we should be dealing with when we deal with the nontraditional student.

To me, the nontraditional student is not just the age situation, it is also the fact that there is new immigration in so many parts of the country that are dealing with people who are coming from situations where, a year ago, they were running away from a person in a uniform. Now they are enrolling in school and trying to figure out how to deal with the one in uniform at the door who is simply a security guard.

I had that incident where someone told me that they couldn't enter school because they couldn't deal with uniforms. I couldn't understand that. That was because in El Salvador, the uniform meant something totally different.

I know the question runs around, but if you can just tell me what you think these folks are facing and what we should be looking at in trying to service them and to allow them to be part of the CUNY society, if you will.

Ms. **Richardson**. I think one of our main problems is getting into the school and system and moving on the language problem. The system somehow does not address the—it is very difficult, because this is something we are working on in our colleges now. You find that a lot of students coming in from other countries are spending two semesters doing English 01 and English 02, and they can't get out.

This is very, very frustrating. It is because of the way we think that the professors really find it difficult to understand how we think in that side of the world. There are no professors who are willing to sit down and really tackle the problem. I think this is one of the problems that my government is going to be looking at.

There are certain aids, depending on whether or not you are a citizen, that you are entitled to. That is another big problem.

Mr. **Serrano**. So adjustment is a problem. That's an obvious problem.

Are you aware of any programs or any effort instituted by CUNY to deal with this new large number of people coming into the system, who did not grow up in New York City? Let's say it that way rather than to call them anything else—just people who did not, from the time they were in kindergarten, were told that eventually there was a school system, a higher education system that they could go to in New York.

Do you know of any programs or anything that CUNY is doing that is affecting your school to deal with these students?

Ms. **Richardson**. Not that I am aware of. I am not aware of any program that address this particular situation at all.

Mr. **Serrano**. I thank you for your honesty and the comments.

I have always felt that we are confused. On one hand, we say a student with certain legality, if you will, in a society, who comes from another country can enter our school. Then when they enter the school, we also tell them they are not entitled to the full benefits of that education. There are certain aids they say that are not available.

So, we always question why do you allow someone into school and then tell them that they are not allowed to have the same aid as someone else?

I can see if you are saying to a person that they are an undocumented alien and, therefore, don't even apply to the school. You may agree or disagree with that, but there is a thought that follows. But when you say, you are here, and you are legally here, and you can come in; however, you can't share in all the programs or all the activities, well, then, that, somehow, is not preparing people for the future. That's what I think we have to do.

Thank you, Mr. Chairman.

Ms. **Richardson**. I think you are very correct, because there are a lot of programs, especially in the Bronx Community College, which is a very, very special college.

For example, we have a special program, the REAP program, no matter how good a student you are, as a foreign student—well, living in the United States, undocumented—if you are a foreign student having a 4.0, this program helps you to get in the science field. We are stressing that more colored students get into science. These programs are done at the Bronx Community College.

If you are qualified, and you don't fall in a certain bracket, you would not get a chance to really get into that kind of a system. I think, such as you're talking about, I think this is one of the shortfalls.

Mr. **SERRANO**. Thank you.

Chairman **FORD**. Mr. Sawyer.

Mr. **SAWYER**. Thank you very much, Mr. Chairman. I really have only one question.

I heard, very clearly, what a number of you said about community colleges and the relative relationship with 4 year institutions. Let me just say that in structuring the bill as we originally did, it was with the expectation that there tends to be a stronger research function at 4 year institutions than there tends to be at community colleges, but the case that you make is a sound one and one that we want to consider very carefully.

There is another implication in all of this, and that is that we have put a clear preference in Title XI for applications that are the product of consortia. Quite clearly, there is a rationale behind that, in order to avoid competition for funds within the same geographic area or where there is an opportunity for cross-disciplinary cooperation.

Yet, the truth of the matter is, each of you represents a different kind of area, with different concentrations of institutional strengths. Are there particular concerns that we ought to take into account, as we look at wildly diverse geographic areas of the country with different densities of educational opportunities, in making that preference for consortia?

There may be some places where it just not possible to put together a consortium, and we risk making proposals noncompetitive by their nature in what we've tried to do in a positive sense.

Do any of you have any comments about that? Do you see it as a problem or not really a concern to be worried about?

Mr. **TEMPLE**. Mr. Chairman, I would just—or Mr. Sawyer, I would just emphasize a point that I——

Mr. **SAWYER**. Be real careful about it. Don't call me "Mr. Chairman," when he is sitting there.

Mr. **TEMPLE**. Mr. Chairman, Mr. Sawyer.

[Laughter.]

Mr. **TEMPLE**. I would just emphasize a point that I made earlier. When you look at the problems that we are facing in urban America, they really are complex.

Mr. **SAWYER**. Yes.

Mr. **TEMPLE**. One of the concerns that I have had and many of my colleagues have had over time is that we tend to take a single approach, we are going to use education to make a difference, or we are going to build more prisons to get the criminals off the street, or we are going to provide more social service.

What does not happen in many of our cities is these various resources coming together to combine, at the same time, a targeted group within our communities. Each of us is doing our own thing.

That is one of the things that I like about these bills. It really talks about partnership.

Now, in terms of your bill, I think you heard me very clearly—I saw you nodding—that I am concerned that community colleges have grown up and they are very sophisticated. We do a number of things. As you talked about research—well, our focus is something else, but what we do is equally important.

So, I think that the strength of what you propose is the partnership that is calling equal partners. That's what I want to see, equal partners coming together, combining resources to focus on a problem. You really don't see too much of that.

We have some examples around the country where it happens, and where it happens I think you can see results. I have examples in Philadelphia where we're taking, at the Community College of Philadelphia, in cooperation with the City and also with the State Department of Welfare, again, combining resources, we're taking students whose families have been on welfare for multi-generations; that is, they have been on welfare, their mothers have been on welfare, and their mothers' mothers have been on welfare.

We are taking those students and working with them in a concentrated way. We have, at this point, about an 85 percent success rate of students who have completed the program. And the average salary of those individuals coming out now is $26,000. This is from families who have been on welfare for many generations.

So, I think what I am saying, again, is that if you combine resources, with equal partners bringing their strengths together, then I think we can make a big difference in our cities.

Mr. Olver, I think, commented a few minutes ago or raised the question about resources, about many of the institutions who are apparently doing something. We are all doing something. The question is, are we doing something at a level that is going to make a difference overall?

I don't think that we are gaining on the problem at this point. I think there needs to be a national priority to make some real inroads to the problem. We are going to continue to do what we can do as individual institutions, because that is part of our mission. But there really needs to be a national sense of priority in terms of bringing resources to make some of these things happen in a much more significant way.

Mr. **Sawyer**. Dr. Muse.

Mr. **Muse**. Mr. Sawyer, I did not read into H.R. 2531 any attempt to assign to any particular type of institution a second-class status. I felt, on the contrary, that it urged and provided the mechanism for partnerships to be developed, not only among institutions of higher education, but between those institutions and other organizations in the community to address the problems that were most important for that community.

In any partnership, the balance of power is going to be a product of what each institution brings to the table in terms of their resources and their willingness to commit those resources to address the problem that exists.

I would urge there not be a lot of time expended on trying to sort out the first-class, second-class nature, because I think the importance is that it has to be a partnership. The problems are so enormous, there is no way that an institution of higher education, alone, can address them. It has to seek partners.

The 4 year institutions have to have partnerships with the 2 year institutions, because they bring to the table different resources and different specialties to address the problem. Those institutions have to establish partnerships with the school systems, with the county and city governments, with private organizations, and anyone who is willing to bring resources and contribute those resources towards the solution of the problems.

Mr. **Sawyer**. Dr. Sweet.

Mr. **Sweet**. I would like to reinforce the point of the partnership and the incentive funding that the Congress could provide in addressing the issues that Dr. Temple has mentioned of bringing 4 years and 2 years together to address issues in the same metropolitan area, rather than competing, independently, for this kind of support.

I would also suggest that this is why a statewide consortium—Ohio, if the authorization were to go forward, has seven potentially eligible metropolitan areas and a group of institutions within those metropolitan areas.

Well, you take an example like housing, housing policy. One of the things that we need is to get the states more active in the housing arena. The cities are addressing it; the Federal Government has some programs; the state has really been the missing link.

It is only because we have a statewide consortia of housing policy research that we are able to bring to bear, during this recent legislative session, sufficient input from the universities, not a single university, but the eight universities, addressing the issues in the legislature that we are able to bring forward the product of our research. That, I think, contributed to the passage of a constitutional amendment in our state, as you are aware.

So, I think that it is the consortia within a metropolitan area and within the metropolitan areas of a state that are importantly called for in your proposed authorization bill.

Mr. **Borkowski**. Mr. Sawyer, if I may, and also to Mr. Serrano's points earlier, one of the high growth areas is, of course, Miami, and the influx, now, of Cuban immigrants is substantial. There are a number of programs that have been put into place by Superintendent Fernandez to take care of and to try to move this influx into the school systems.

To underscore what my colleagues have said, what is needed now is more than simply job entry skills, because what we have are people coming in and moving others out of the work force. They are gaining the job entry skills and moving into the work force and displacing others.

The problem is simply being exacerbated as the unemployment increases. What is required is this partnership to move right from the elementary schools through higher education to develop higher professional skills and higher technical skills that can indeed make us, as a Nation, more competitive in the global marketplace.

So, it is more than simply job entry skills; it is moving a rapidly inclusive population that is coming into the high urban settings and, in partnership, working either through model schools or some other kinds of mechanisms that I think can be developed through some research and partnerships, to then move the work force into a higher level so that we can indeed, down the long haul, be more competitive.

Mr. **Sawyer**. Thank you all very much.

Thank you, Mr. Chairman.

Chairman **Ford**. Thank you.

I want to thank the panel for your testimony and responses.

The committee will stand in recess until tomorrow, when we will have hearing number 40.

[Whereupon, at 12:45 p.m., the subcommittee was adjourned.]

[Additional material submitted for the record follows.]

RECOMMENDATIONS ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT OF 1965, AS AMENDED FOR TITLE VI, INTERNATIONAL EDUCATION PROGRAMS AND FULBRIGHT-HAYS (102(b)(6))

REPORT OF THE
INTERASSOCIATION TASK FORCE ON HEA-TITLE VI/
FULBRIGHT-HAYS (102(b)(6))

American Association of Community and Junior Colleges
American Association of State Colleges and Universities
American Council on Education
Association of American Universities
National Association of Independent Colleges and Universities
National Association of State Universities and Land-Grant Colleges

May 1991

RECOMMENDATIONS
ON THE
REAUTHORIZATION OF THE
HIGHER EDUCATION ACT OF 1965, AS AMENDED
FOR
TITLE VI, INTERNATIONAL EDUCATION PROGRAMS
AND FULBRIGHT-HAYS (102(b)(6))

May 1991

RECOMMENDATIONS ON THE REAUTHORIZATION OF THE HIGHER EDUCATION ACT FOR TITLE VI, INTERNATIONAL EDUCATION AND FULBRIGHT-HAYS (102(b)(6))

EXECUTIVE SUMMARY

Overview

In January 1991 the Interassociation Task Force on HEA-Title VI/Fulbright-Hays (102(b)(6)) was formed to follow-up on a process begun last year by the National Association of State Universities and Land-Grant Colleges (NASULGC) to review Title VI for its reauthorization by the 102nd U.S. Congress. The Task Force consisted of campus representatives from six higher education associations, and was supplemented by the participation of the associations' governmental relations and international education staff. A detailed set of legislative amendments were developed for both HEA-Title VI and Fulbright-Hays (102(b)(6)).

The Task Force reaffirms support for these programs as vital to the national interest, and underscores the important Federal role in international education. This role stems from the direct relevance of international competence to the conduct of U.S. foreign policy, and the health and vitality of the U.S. economy in a global marketplace. The amendments recommended address from a higher education perspective the growing call for international capacity building in the U.S. in response to overseas challenges. The Task Force deplores the stagnating funding levels for these programs since the early 1970s, but is optimistic that the small increases for FY 1990 and FY 1991 began an upward trend. It is hoped that the challenges the U.S. faces in an increasingly complex international scene will move the U.S. Congress and the Administration to place a higher priority on strengthening the nation's international expertise.

HEA-Title VI/Fulbright-Hays (102(b)(6)) Programs and History

The international education programs of HEA-Title VI/Fulbright-Hays (102(b)(6)) have been the primary response of the federal government to meeting the nation's need for international expertise. Title VI programs were originally introduced as part of the National Defense Education Act of 1958, enacted at the high point of the Cold War. Federal investment in this program reached a peak in the late 1960s, resulting in a successful partnership between the government and United States higher education. Title VI funds played a key systemic role, inducing universities to create and support high-quality graduate training and research programs that produced well-trained specialists whose expertise spanned the globe. These foreign area experts who graduated from Title VI centers staffed government agencies, international organizations, and university centers; produced research that set new standards of quality and coverage; and trained a second generation of international experts to continue the effort. The strategic use of Title VI funds established a foundation of knowledge and expertise that was the primary source of the United States' international competence during the Cold War period.

In order to expand and enhance the nation's capacity in international studies and foreign languages, Title VI also was authorized over time to support cost effective programs at the undergraduate level; a foreign periodicals program; summer language institutes; and business and international education programs and centers. Other activities were added over the years through regulations or the U.S. Department of Education's grant proposal priorities.

Several closely related overseas programs are supported under Fulbright-Hays (102(b)(6)), such as group projects abroad, research seminars abroad, faculty research abroad, and doctoral dissertation research abroad. This program was first authorized in 1964 under the Mutual Educational and Cultural Exchanges Act (Fulbright-Hays), and unlike the other Fulbright-Hays programs, is administered under an Executive Order by the U.S. Department of Education as an overseas program complementary to Title VI.

During the 1970s and 1980s, the federal investment in Title VI and Fulbright-Hays (102(b)(6)) programs steadily eroded through inflation, the devaluation of the dollar, and inadequate funding. Compared to the purchasing power available to these programs in the late 1960s, current funding levels are down 37% for Title VI and 51% for Fulbright-Hays (102(b)(6)). Indeed, in FY 1991, funding for HEA-Title VI and Fulbright-Hays (102(b)(6)) combined represented a mere .0017 of the total available funds for the U.S. Department of Education.

Major Legislative Proposals For HEA-Title VI

- The national resource center program should be enhanced with a set of optional funding packages the Secretary can make available to encourage outreach and dissemination activities in addition to the centers' core mission.

- The undergraduate area and language centers section should be amended to emphasize the need for greater diversity in programs.

- The national language resource center section should be amended to ensure that the centers are national in scope and few in number, with a more concentrated focus of limited resources.

- The unfunded second-tier fellowship (FLAS) program for advanced doctoral students should be amended to shift the administration to the national resource centers which administer the first-tier.

- The undergraduate section 604 should be revised to better address growing undergraduate demands for internationalization: subsection (a) should be turned into a "seed" funding program, and the unfunded subsection (b) should be replaced with a well-defined program to help stabilize programs of demonstrated excellence.

- A new subsection should be added to the summer language institutes program, authorizing summer institutes for foreign area and other international studies, or combinations of fields.
- The research and studies section should be updated and revised to reflect emerging challenges in international education.
- The periodicals programs should be amended to allow the collection of research materials that may exist only in manuscript or other form.
- The equitable distribution of funds section should be amended to enhance funding for undergraduate programs.
- The national resource center, undergraduate, and two business programs should be amended to authorize linkages with overseas institutions of higher education and other organizations.
- Language should be added to the general provisions to ensure that new activities or programs are funded with only new appropriations above the FY 1992 level.
- The authorization levels for Title VI programs should be increased to total $130 million for FY 1992 and such sums as may be necessary thereafter.

Legislative Proposals for Fulbright-Hays (102(b)(6))

- As a parallel activity to the Title VI reauthorization, it is recommended that Fulbright-Hays (102(b)(6)) be transferred from the Mutual Educational and Cultural Exchange Act to a new Part C of Title VI.
- Eligibility should be extended to persons whose careers will have an international dimension.
- New language should be added to promote advanced research overseas by consortia of institutions of higher education.

Other Recommendations

- The Congress is asked to request a study of the Center for International Education's staffing needs, and if deemed necessary, to provide the appropriate increases in administrative funds for hiring additional staff.

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PREFACE

The original programs that now form part of Title VI of the Higher Education Act were created in 1958 out of a sense of national crisis about our ignorance of other countries and cultures. Over the years, this sense of urgency diminished. The United States failed repeatedly to read clear signs about the internationalization of the economic order and the shifting balances of power worldwide. As a result, the federal investment in the creation and maintenance of vital international competence has dwindled to levels that seriously weaken our national ability to understand and adjust to the emerging international order.

Over the history of the reauthorizations of Title VI, many different groups involved in the creation and maintenance of international competence have come to the federal government to make their case. This usually has taken the form of small coalitions or separate voices arguing for their particular programs.

The following document is the result of a very different kind of process. It began when the new Division of International Affairs of the National Association of State Colleges and Land-Grant Universities sponsored a workshop on the reauthorization of Title VI in early 1990. From this effort and nine months of deliberations, emerged a NASULGC policy paper. At that point, the American Council on Education coordinated the creation of an interassociation task force to build on and broaden the effort. The task force involved campus-based representatives of six higher education associations in an attempt to develop a common set of positions on the reauthorization of Title VI, and on Section 102(b)(6) of the Mutual Educational and Cultural Exchange Act (Fulbright-Hays).

The process involved finding a common ground among the foreign language and area studies community, the land-grant universities, the state colleges and universities, the independent colleges and universities, the community and junior colleges, and the historically Black institutions of higher education. Through open and frank discussions, a set of quite substantive recommendations were developed and agreed upon.

In the following document, both detailed positions and general rationales are presented. The funding authorization proposals are realistic and modest, if we consider the scope of the challenges the United States faces. The proposed redesigns of the legislation are based on the accumulated knowledge the participants have from decades of experience with Title VI and Fulbright-Hays (102(b)(6)).

With a renewed sense of urgency about the United States' international competence, we offer this document in hopes that the U.S. Congress and the Administration will show their readiness to reverse the dangerous decline in our ability to operate with knowledge and understanding in the international arena.

Davydd J. Greenwood
Chair, Interassociation Task Force on HEA-Title VI/Fulbright-Hays (102(b)(6))
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INTERASSOCIATION TASK FORCE
ON
HEA-TITLE VI/FULBRIGHT-HAYS (102(b)(6))

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I. INTRODUCTION

As the United States approaches the end of the 20th century, it finds itself part of an increasingly complex international scene. The nation faces new challenges and new opportunities: the restructuring of Europe following the collapse of communism and Soviet dominance; the need to enhance U.S. competitiveness in world markets; the rise of new regional trading blocks, such as a unified European economic community in 1992; threats to peace from mid-level military powers, resulting in regional aggressions such as the Falklands War and the Iraqi invasions of Iran and Kuwait; the enormous political and economic transformations occurring in our own Southern Hemisphere, Asia, and Africa; environmental problems of global scope that require international solutions; the approach of major transformations in world sources and supplies of energy; increasing contrasts between the wealth of industrial and newly industrializing countries, and increasing famine and poverty in other societies.

In less than two decades, such international challenges have taken on extraordinary salience for the United States. Twenty years ago most of the world's largest banks were American; today only two U.S. banks rank among the top twenty. In the same period the share of the U.S. gross national product resulting from international trade has tripled. In less than a decade foreign capital flows and a negative trade balance have transformed the U.S. from the largest creditor nation in the world to the largest debtor nation in history.

Most of the international security responsibilities of the United States remain in place at great cost. Even as the military threat posed by the Cold War recedes, regional instabilities underscore the need for international peace-keeping mechanisms. The relatively predictable world order that emerged following U.S. and Soviet victories in World War II has become uncertain. New approaches to economic and environmental cooperation, conflict resolution, and national security are required in a world marked by the increasing dispersion of economic and military power.

A healthy new element in the national equation is the rise of demand to internationalize U.S. institutions as a means of adding to the capabilities of both the private and the public sectors. The growing call for international capacity-building in response to overseas challenges will increase the demand for specialists in foreign language, area studies and other international fields, and further exacerbate the predicted shortfall in their production. Many in the public and private sectors have called for measures to internationalize undergraduate education across all levels of postsecondary institutions as a means to create a more informed citizenry; to add international dimensions to graduate training in professional fields with overseas applications, such as business, law, medicine, and engineering; and to utilize well-trained foreign area specialists in government, academia, and business.

The international education programs of HEA-Title VI have been the primary response of the federal government to meeting the nation's need for international expertise. Title

VI programs were originally introduced as part of the National Defense Education Act of 1958, enacted at the high point of the Cold War. Federal investment in this program reached a high point in the late 1960s, resulting in a highly successful partnership between the government and United States higher education. Title VI funds played a key systemic role, inducing universities to create and support high-quality graduate training and research programs that produced well-trained specialists whose expertise spanned the globe. These foreign area experts who graduated from Title VI centers staffed government agencies, international organizations, and university centers; produced research that set new standards of quality and coverage; and trained a second generation of international experts to continue the effort. The strategic use of Title VI funds established a foundation of knowledge and expertise that was the primary source of the United States' international competence during the Cold War period.

In order to expand and enhance the nation's capacity in international studies and foreign languages, Title VI also was authorized over time to support cost effective programs at the undergraduate level; a foreign periodicals program; summer language institutes; and business and international education programs and centers. Several closely related overseas programs are supported under Fulbright-Hays (102(b)(6)), such as group projects abroad, research seminars abroad, faculty research abroad, and doctoral dissertation research abroad.

During the 1970s and 1980s, however, the federal investment in Title VI and Fulbright-Hays (102(b)(6)) programs steadily eroded through inflation. This decline was paralleled by a drop in foundation support. The inadequate national investment was underscored as a problem even earlier than the 1979 report of the President's Commission on Foreign Language and International Studies, which stated:

> **We are profoundly alarmed by what we have found: a serious deterioration in this country's language and research capacity, at a time when an increasingly hazardous international military, political, and economic environment is making unprecedented demands on America's resources, intellectual capacity, and public sensitivity.**[1]

Given this diminished national investment, the general shortfall in the national production of Ph.D.s that is predicted to emerge during the decade will be even more intense for international education fields, which require extra foreign language and area preparation.[2] The number of foreign language and area specialists in training has declined to the point that the nation will be unable to replace all the experts retiring in the 1990s.

The recommendations of the ACE Task Force that follow are designed to encourage a Congressional reauthorization of HEA-Title VI that will better focus the federal role in postsecondary international education. The outcomes of these recommendations are programs, knowledge, and people with international competence. Title VI is a program targeted to strengthen the Unites States' base of knowledge about foreign languages and areas, and other aspects of international studies, while providing cost-effective incentives to disseminate such knowledge across a broad spectrum of institutions.

II. SUMMARY OF RECOMMENDATIONS

SUMMARY OF RECOMMENDATIONS FOR HEA-TITLE VI AND FULBRIGHT-HAYS (102(b)(6))

The following summary outlines the recommendations of the Task Force on amendments to Title VI of the Higher Education Act and Section 102(b)(6) of the Mutual Educational and Cultural Exchange Act, and other related issues. The detailed legislative language recommended is outlined in the following section of this report.

Strengthening of Purpose Statement

The purpose statement to Title VI, Part A is amended in Section 601(b) to reinforce the key mission of Part A to develop a pool of international experts to meet national needs.

Emphasis on Diversity in Undergraduate Area and Language Centers

The need for greater diversity is emphasized in the undergraduate centers and programs of Section 602(a)(1)(B). As an increasing number of institutions seek to internationalize their curricula, student bodies and faculties, excellence in international programs will come in greater variety. This is to be welcomed and encouraged. The U.S. needs a national network of diverse programs at two-year, four-year, private, state, historically-black, and other institutions of higher learning to serve as models and resources for our more than 3,000 higher education institutions. ***It is also recommended that committee report language be included to express these views.***

National Resource Centers Linkages with Institutions Abroad

The list of national resource center activities in Section 602(a)(2) is amended to include the establishment of linkages with overseas institutions which tie into the educational scope and objectives of Title VI. Formalized linkage agreements facilitate long-term opportunities for research and experience-based learning in another country, such as internships, study abroad, and curriculum and faculty development, all essential ingredients for developing foreign language, area, and other international competence.

It should be noted that while resources are provided for university linkages with overseas universities under certain USIA and USAID programs, these resources are limited in amount and scope, with objectives that relate to the federal agency's mission. The intention here is not to duplicate such programs, but to enable the Department of Education and the Title VI recipients to establish linkages which specifically tie into the educational scope and objectives of the Title VI mission. This is consistent with the purposes of Part A, as stated in Section 601(b).

Dissemination and Outreach Grants for the National Resource Centers

With only modest funding levels Title VI has created a small but competent system of centers producing specialized faculty, international research, and a corps of international experts. An additional grant program is authorized by adding a new paragraph (4) to Section 602(a) to encourage and enable the centers to engage in interactive linkage and outreach activities with a broad spectrum of professional schools, public and private agencies and institutions in the U.S. seeking to internationalize, or in need of international expertise.

For example, international competence in many professional fields is becoming more and more interdisciplinary in nature. The Task Force believes the time is at hand to infuse this expertise into professional and technical fields in which it has often been absent in the past; in a parallel fashion, an understanding of the international dimension evolving in the professional fields should be infused into foreign language, area and international studies. The new language is intended to enable the Secretary to encourage this interactive linkage through grants to the national resource centers for the development of cooperative programs with professional schools and colleges.

The need for public outreach is also increasing as the international scene becomes more complex and unpredictable. The recent crisis in the Persian Gulf this year stimulated a surge in outreach activity by the Middle East Centers. A U.S. Department of Education survey revealed the large extent to which these centers were called upon to provide background information, language assistance, and other expertise to federal, state, and local government agencies, private organizations, and all sectors of the media.

The Task Force views these linkage and outreach functions as an increasingly important role for the centers; it is a role which is in the national interest, and for which additional funding will be needed to carry out effectively.

Revision of Requirement for Fellowship Recipients

The requirement that Foreign Language and Area Studies (FLAS) fellowship recipients be engaged in a program of "competency-based language training" in Section 602(b)(1)(B) is revised to "an instructional program with stated performance goals for functional foreign language use." While the Task Force is in agreement with Congressional intent of current law to ensure that FLAS recipients are engaged in a language program aimed at developing competency, the Secretary's reference in regulations to "established national standards" is problematic for the less commonly taught languages (LCTLs). "Established national standards" limits the LCTLs to evaluation measures which exist for a handful of languages; these measures are still undergoing revision and are as yet inadequate for many LCTLs. Some of the difficulties include:

1) **Many of the guidelines and instruments yet do not take into account certain cultural and linguistic capabilities an LCTL speaker must have, attributes that are very different from Western values and the commonly taught languages (e.g., French, Spanish, German);**

2) **Instructional materials (basic texts, a target reference grammar, and dictionary) to the advanced level do not exist for many of the LCTLs;**

3) **The numbers of students involved in many of the LCTLs are too small to render a national test statistically valid; and**

4) **Since the time it takes to master these languages is usually much longer than the commonly taught languages, this difference must be taken into account in any nationally applied metric.**

Developed in concert with several national language associations, this technical amendment is designed to allow more flexibility for the LCTLs to develop innovative approaches to their curriculum, based on performance goals appropriate to the demands of each language and culture, and unrestricted by a set of national standards as yet inappropriate to the language. ***It is also recommended that committee report language be included to express these views.***

Revision of Second-Tier FLAS Program

The unfunded second-tier FLAS program in Section 602(b)(2) is replaced with one less administratively complex. There has been much controversy over spending scarce FLAS funding on an administrative mechanism for a national competition that would be costly and potentially problematic. Since the need for fellowship assistance for advanced doctoral students is widely accepted, the concept of a second-tier FLAS is continued, but the administration is shifted to the the national resource centers which currently administer the first-tier FLAS and are more knowledgeable about their students and their needs.

Focus of Language Resource Centers

Section 603(a), Language Resource Centers, is amended to provide that the centers be national in scope and limited in number, with a broad array of activities required for each one. In light of the national language teaching crisis, this section and the modest funds available should be better focused. Language pedagogy is one of the few international studies fields where a selected few centers can create and disseminate materials of use throughout the nation and the world. National centers should serve as the locations where advanced research on language pedagogy, the development of desperately needed materials, and the training of scholars from throughout the country take place. ***It is also recommended that committee report language be included to express these views.***

Technical Amendment to the Language Resource Centers

Throughout the language resource center Section 603(a), the term "proficiency" is replaced with "performance." The use of the term "proficiency" in the statute has become problematic because of its common association with a particular national proficiency testing strategy. As noted in the above amendment to FLAS, the application of current national standards to many less commonly taught languages is as yet inappropriate. While the proposed substitution does not change Congressional intent, it does open up opportunities for the development of innovative approaches to the training of teachers and the testing of students appropriate to the unique cultural and linguistic attributes of many less commonly taught languages.

Redirection of Section 604(a) Undergraduate Programs

Section 604(a) undergraduate programs is redirected to provide "seed" funding for the creation of new programs or curricula in area studies, foreign languages, and other international fields. A 50% matching is required to encourage undergraduate institutions to demonstrate a commitment to internationalization. These revisions to Sec. 604(a) are proposed to conform to a new subsection (b) recommended below.

Linkages Among Different Postsecondary Institutions/Degree Programs

Paragraph (6) of the list of activities for undergraduate programs in Sec. 604(a) is modified to provide more flexibility for linking international programs among different types of postsecondary institutions and/or different levels of degree programs. The current language of paragraph (6) limits the integration of undergraduate education with only terminal Masters Degree programs. The new language would broaden this authority. For example, in linking activities between institutions, two-year colleges could tap the faculty expertise or library resources of four-year institutions. Linking different degree programs could involve better articulation between courses and requirements in the associate and baccalaureate degrees, or between baccalaureate and masters degrees.

Undergraduate Programs of Demonstrated Excellence

The unfunded Sec. 604(b) undergraduate programs is replaced with a new program which addresses the immediate challenges of internationalization at the undergraduate level. Congress designed the current subsection (b) to encourage an increase in language enrollments; this is no longer necessary as recent surveys completed by the Modern Language Association show an 8.5% increase in undergraduate language enrollments between 1980-1986. The 1986 survey revealed that for the first time in fourteen years, the total number of undergraduate enrollments exceeded one million.[3]

This amendment addresses three strategic objectives:

1) Preparing students for whom the undergraduate degree is the terminal degree to meet the challenges of operating within an increasingly globalized system;

2) Expanding the pool of competent undergraduates from which to develop post-graduate foreign language, area studies, and other international expertise; and

3) Strengthening undergraduate institutional capacity for developing quality undergraduate and eventually graduate level international programs where appropriate.

While the modest funding levels of Title VI cannot possibly address the needs of all U.S. undergraduate institutions, a strengthened Sec. 604 can provide start-up incentives through subsection (a) programs, and capacity-building grants to stabilize programs of demonstrated excellence, through subsection (b) programs. The proposal includes a list of activities believed to be essential for effective international programs. Since institutions throughout the nation vary in their level of progress and sophistication in these activities, this package should be offered as a menu of options from which an institution can choose to further strengthen and stabilize a program which has otherwise demonstrated excellence.

Included in the list of activities is study abroad. Educational experiences abroad are a significant factor in developing international expertise, but they have been limited for the most part to Western Europe and to the humanities. They have not attracted students in the sciences or pre-professional programs, and there has been minimal participation by low-income and minorities. It is intended that this new authority encourage the development of study and internship programs in the developing world and in new disciplines, and for a broader range of students.

Definition of Non-Federal Cost Sharing

A new subsection (d) is added to Section 604, defining the non-federal share of the cost of programs required in subsections (a) and (b) as proposed for revision. The non-federal share may be either in cash or in-kind assistance, and may consist of institutional and non-institutional funds, including state and private sector contributions.

Summer Institutes for Foreign Area and Other International Studies

A new subsection is added to the Section 605 intensive summer language institutes program to authorize summer institutes for foreign area and other international studies. Section 605 was enacted by Congress in the last reauthorization, but regrettably has never been funded. There are several underlying reasons summer institutes can play a pivotal role in international training:

1) Summer is a good time to organize a mass of students studying less commonly taught languages. Such students still tend to be few in numbers, so that a summer institute can enable a gathering from institutions throughout the nation;

2) Summer institutes provide large blocks of time for language immersion training, an effective language training technique difficult for a student to undertake when involved in a full-time degree program;

3) Summer as a break between academic years is a good opportunity for overseas institutes, thus facilitating language immersion programs; and

4) Extending the authority for institutes to area and international studies, or combinations thereof (including languages) is a good way to disseminate the research and knowledge developed at centers supported by Title VI to people of other institutions without such centers. In addition, these institutes will enable an intensive focus on interdisciplinary faculty training and the development of state of the art interdisciplinary and other curriculum materials that improve the production of international expertise.

Revision and Update of Research and Studies

Section 606, Research; Studies; Annual Report, is rewritten to reflect emerging challenges in foreign language, area studies, and other international fields. Growth and evolution in international education has occurred in recent years, but much needs to be accomplished, including an expansion in research and dissemination. This should be a higher priority for the U.S. Department of Education, in keeping with the federal role to promote education research and dissemination. The list of possible research studies is revised to include activities viewed as critical to the further development of foreign language, area studies, and other international fields. In addition, because this function is so important, the word "announce" is inserted in subsection (b) to encourage the Secretary to be fully proactive in making the results of research projects known and available to the education community. ***It is also recommended that committee report language be included to express these views.***

Technical Amendment to Periodicals Program

Section 607 authorizing the collection of periodicals published outside the U.S. is amended to allow the collection of timely research materials that may exist only in manuscript or other form, and which would be vital to a world area collection. This is especially important in relation to developing nations, and less commonly taught areas of the world.

Authorization of Appropriations for Periodicals and Other Research Materials Published Outside the United States

The separate authorization of appropriations cap for the periodicals and other research materials programs in Section 607(a) is increased from $1 million to $8.5 million for FY

1992, and such sums as may be necessary thereafter. This section addresses a critical component of the Title VI mission to secure access to foreign research and information at a time of unprecedented change in the international order. Rising inflation and dollar devaluation has resulted in rapidly increasing publications costs. Concomitantly, many libraries are facing local budget crises. If funded, this program can play a pivotal role in ensuring both the survival of our national resource collections from around the world, and the ability to keep these collections current.

Distribution of Funds to Undergraduate Programs

Paragraph (a) of Section 609, the equitable distribution of funds, is amended to encourage the Secretary to enhance funding for the undergraduate programs in Section 604. While current Title VI funding is much too low to address the needs of over 3,000 U.S. undergraduate institutions, a greater proportion of new funds should be committed gradually to Section 604 in order to eventually reach a proportion of 20% of total funding for Part A. Section 604 is currently at about 10% of total Part A funds. This is important from the standpoint of building a base upon which graduate and post-graduate foreign language, area, and other international expertise may develop. It is also critical for those students whose careers will have an international dimension, such as in the technical and professional fields.

Authorization of Appropriations for Part A, International and Foreign Language Studies

The authorization of appropriations cap for Part A programs (other than Section 607, Periodicals) in Section 610 is increased from $49 million to $102 million for FY 1992, and such sums as may be necessary thereafter.

During the last two decades, the federal investment in Title VI has steadily eroded through inflation and inadequate funding. Appendices A, B and C illustrate the inflationary toll on both appropriation and authorization levels for Title VI since its first funding in FY 1959. Appendix A shows that the high point in funding as expressed in constant 1991 dollars occurred in FY 1967: $63.5 million. By comparison, the FY 1991 level of $40 million represents a 37% decrease in purchasing power. Indeed, this FY 1991 level for Title VI, combined with the appropriation for Fulbright-Hays (102(b)(6)), represents a mere .0017 of the total available funds for the U.S. Department of Education.

However, when analyzing the Title VI funding history, it is important to keep in mind that up until the early 1970s, Title VI programs included only the graduate and undergraduate language and area centers, FLAS, research and studies, and language institutes. As Appendix B illustrates, a comparison of FY 1991 funding for only these comparable programs with the FY 1967 funding level as expressed in constant 1991 dollars, reveals a 55% reduction in purchasing power.

Since its original enactment in 1958 under the National Defense Education Act (NDEA), several valuable new programs and activities have been added through statutory language and the U.S. Department of Education's grant proposal priorities. However, concomitant addition of funding did not follow, thus compounding the inflationary attrition of resources.

Appendix D illustrates that Title VI's highest statutory authorization cap, as expressed in constant 1991 dollars, was $204 million in FY 1974. By comparison, the last statutory authorization cap was in FY 1987, at $55 million. The time is at hand to reverse the inadequate level of support for Title VI, and to provide authorization levels which, if funded, would restore the purchasing power of the original programs' early years, and provide the amounts needed to meet the requirements of valuable additional programs and activities.

A $102 million authorization level for Part A would allow:

1) An increase in the average grant award for the existing 105 national resource centers, so as to restore the purchasing power and capacity of the late 1960s and to enable the centers to adequately meet the additional demand in services outlined in these amendments for dissemination, outreach, and linkages overseas. The FY 1991 average grant of $135,000 is 41% below the program's peak FY 1967 average grant of approximately $230,000 to 106 centers, as expressed in constant 1991 dollars.

2) A restoration of FLAS grants from their FY 1991 estimated number of 994 to their FY 1967 peak level of 2300, plus an increase in stipends to the Title IX stipend level of $10,000;

3) Funding of the second-tier FLAS program as proposed for amendment by this report;

4) A greater federal investment in enhancing the international capacity of two- and four-year undergraduate institutions through an increase in funding for Section 604, as proposed for amendment by this report; and

5) Funding of an expanded intensive summer institute program, and increased funding for the national language resource centers and an improved research program.

Technical Amendment to Centers for International Business Education

The list of programs and activities required of the centers for international business education in Section 612(c)(1)(C) is amended to ensure that intensive language programs are viewed as only one of a number of effective methods these centers can use to meet the foreign language needs of business.

Linkages with Overseas Institutions Authorized Under Part B, Business and International Education Programs

Section 612(c)(2) of the Centers for International Business Education, and Section 613(b) of the Business and International Education Programs are amended to allow the establishment of linkages with overseas institutions which tie into the educational scope and objectives of Title VI. This authority is consistent with the purposes of Part B, as stated in Section 611(b). Formalized linkage agreements facilitate long-term opportunities for research and experience-based learning in another country, such as internships, study abroad, and curriculum and faculty development. These are essential ingredients for developing foreign language, area, and other international competence.

Authorization of Appropriations for the Centers for International Business Education

The authorization of appropriations cap for the business centers is increased from $7.5 million to $12 million for FY 1992, and such sums as may be necessary thereafter. The program is underfunded relative to the wide variety of activities the statute requires the existing sixteen centers to undertake. A $12 million authorization level envisions adequate funding of existing centers to effectively fulfill this mandate, and an additional five to seven centers which would truly provide a network of national and regional resources for improving the competitive economic position of the U.S.

Authorization of Appropriations for the International Business Education and Training Programs

The authorization of appropriations cap for the international business education programs in Section 614(b) is increased from $5 million to $7.5 million for FY 1992, and such sums as may be necessary thereafter. Open to two- and four-year institutions as well as university business programs, this section offers an important mechanism by which business schools can develop new initiatives in response to the increasingly competitive global business environment. Given the rising demand on campuses for active participation of business schools in new international ventures, such as interdisciplinary programs, and the increasing needs of business for innovative program and course offerings, a higher authorization level would allow an increase in the average size of the grants and in the number of institutions which could be funded.

Preservation of Pre-1992 Programs

A new Section 623 is added to Part C, General Provisions, intended to ensure that the Secretary does not fund new activities or programs at the expense of existing activities or programs. The modest funding history of Title VI and the inadequate support now provided to existing programs have been noted above. At the same time, we have recommended numerous additional activities and programs which we believe are necessary components to meeting the nation's growing need for international expertise, and to promoting the internationalization of the wide spectrum of U.S. institutions of higher education. It is our intention that these new activities and programs be funded through new appropriations above the FY 1992 level.

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Transfer of Fulbright-Hays (102(b)(6)) to Title VI

The current Part C, General Provisions, is redesignated as Part D, and a new Part C is added to include Section 102(b)(6) of the Mutual Educational and Cultural Exchange Act (Fulbright-Hays). This program is administered by the U.S. Department of Education under an Executive Order as the overseas program complementary to Title VI. Activities include doctoral dissertation research abroad, faculty research abroad, group projects abroad, and special bilateral projects.

Appendix D illustrates that funding for this program as expressed in constant 1991 dollars has declined by over 50% since its high point in FY 1967. The program continues to diminish, and many well-qualified projects are turned down for lack of funds. Approximately 85 doctoral researchers are sent abroad today, whereas in the program's early years, 125-150 were sent. The FY 1991 appropriation enabled funding of only 40-50% of the program's total fundable applicant pool.[4]

Although this program is administered by the U.S. Department of Education and funded by the House and Senate Subcommittees on Labor, Health and Human Services and Education Appropriations, it falls under the oversight jurisdiction of the House Foreign Affairs and Senate Foreign Relations Committees. Though Title VI is reauthorized every five years, Section 102(b)(6) has a permanent authorization and therefore is rarely, if ever, reviewed. ***The Task Force believes the time has come for this program to be transferred out of the Mutual Educational and Cultural Exchange Act and included as a new part of Title VI of the Higher Education Act.*** This will enable the same authorizing committees which have oversight of Title VI to have review over its complementary overseas programs. It is especially important at a time of growth and evolution in international education that the two programs not only be administered together, but reviewed together as well.

In the transfer, the Task Force urges that provision be made to ensure a continued and improved coordination between the U.S. Department of Education and the J. William Fulbright Foreign Scholarship Board, the Fulbright Commissions abroad, and the U.S. Embassies. In addition, we intend that this transfer not be viewed by the Congressional Budget and Appropriations Committees and/or the Office of Management and Budget as a consolidation inviting a reduction in funding. It is our intention as well that Section 102(b)(6) should continue to have a permanent authorization and be treated as a separate but complementary overseas program, with a continued separate line in the budget and appropriations process.

Amendments to Fulbright-Hays (102(b)(6))

In addition to the transfer of this section to Title VI, two amendments are made to the existing statutory language:

1) The current language is unduly restricted to "teachers and prospective teachers." Adding the language "or other persons who have demonstrable need for an international dimension in their education" would open up funding opportunities for faculty and students who are not necessarily planning a career in education, but whose careers necessarily include an international dimension. This will enable the overseas program to conform to the current international needs of disciplines other than education, and to the changes proposed for Title VI.

2) New language is added to promote advanced research overseas by consortia of higher education institutions. Rising inflation in the less commonly taught areas of the world and the constant erosion of the dollar have resulted in escalating costs for conducting these programs overseas. The new language is intended to enable consortia of institutions of higher education to maximize the resources that a combined undertaking in this regard would generate, in ways which could also be utilized by other U.S. institutions of higher education.

Eligibility of American Postsecondary Education Institutions Abroad

The Task Force believes that the existing Title VI and Fulbright-Hays (102(b)(6)) statutes do not exclude from eligibility for funding overseas postsecondary education institutions chartered and accredited by recognized U.S. agencies and organizations. However, it is also believed that the main objective of these programs is to train U.S. students and faculty in the languages and cultures of other nations. Given the modest funding levels currently available for Title VI and Fulbright-Hays (102(b)(6)) programs, coupled with the growing demand for support from postsecondary education institutions based in the U.S., it is recommended that any participation of American postsecondary institutions abroad contribute directly to the main objective of the international training of U.S. students and faculty. For example, these institutions can contribute to this objective by providing programs, seminars, and summer institutes that immerse U.S. students in the nation's culture and languages. Their participation should occur in the form of a consortium arrangement with postsecondary institutions based in the U.S. ***The Task Force recommends that committee report language express these views as the intent of Congress on this matter.***

Center for International Education Staffing

Implementation of the recommendations of this Task Force will require additional staff time at the U.S. Department of Education's Center for International Education (CIE), which is already understaffed. The Task Force recommends that the House and Senate Appropriations Committees direct that a review and study be undertaken of the CIE's staffing requirements, and that if deemed necessary, the appropriate increases in administrative funds for hiring additional staff be allocated.

ENDNOTES

[1] Strength Through Wisdom: A Critique of U. S. Capability. A Report to the President from the President's Commission on Foreign Language and International Studies(Washington, D.C.: U. S. Government Printing Office, November, 1979), p. 1.

[2] The Ph.D. Shortage: The Federal Role. (Washington, D. C.: The Association of American Universities, January 11, 1990.)

[3] Richard I. Brod, "Foreign Language Enrollments in U.S. Institutions of Higher Education - Fall 1986," ADFL Bulletin, Vol. 19, No. 2 (New York: January 1988), p. 39.

[4] Data obtained from the Center for International Education, U.S. Department of Education, March 1991.

III. LEGISLATIVE AMENDMENTS

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
Sec. 601. (a) The Congress finds that— (1) the well-being of the United States, its economy and long-range security, is dependent on the education and training of Americans in international and foreign language studies and on a strong research base in these areas; (2) knowledge of other countries and the ability to communicate in other languages is essential to the promotion of mutual understanding and cooperation among nations; and (3) present and future generations of Americans must be afforded the opportunity to develop to the fullest extent possible their intellectual capacities in all areas of knowledge. (b) It is the purpose of this part to assist in the development of knowledge, international study, resources and trained personnel, to stimulate the attainment of foreign language acquisition and fluency, and to coordinate the programs of the Federal Government in the areas of foreign language and international studies and research.	Subsection (b) of section 601 is amended by inserting "to develop a pool of international experts to meet national needs," after "acquisition and fluency,".	The title's purpose statement is amended to reinforce the key mission of Title VI and its link to national needs.
	Subsection (a)(1)(B) of section 602 is amended by inserting "a diverse network of" after "and operating".	The need for greater diversity is emphasized in the undergraduate centers and programs under this section. As an increasing number of institutions seek to internationalize their curricula, student bodies and faculties, excellence in international programs will come in greater variety. The U.S. needs a national network of diverse programs at two-year , four-year, private, state, historically-black, and other institutions of higher learning to serve as models and resources for our more than 3,000 higher education institutions. **It is also recommended that committee report language be included to express these views.**
(2) Any such grant may be used to pay all or part of the cost of establishing or operating a center or program, including the cost of faculty, staff, and student travel in foreign areas, regions, or countries, the cost of teaching and research materials, the cost of curriculum planning and development, the cost of bringing visiting scholars and faculty to the center to teach or to conduct research, and the cost of training and improvement of the staff, for the purpose of, and subject to such conditions as the Secretary finds necessary for, carrying out the objectives of this section.	Subsection (a)(2) of section 602 is amended by inserting the following after "to teach or to conduct research,": "the cost of establishing and maintaining linkages with overseas institutions of higher education and other organizations that may contribute to the educational objectives of this section for the purpose of contributing to the teaching and research of the center or program,".	Consistent with the purposes stated in Sec. 601(b), the list of national resource center activities is amended to include the establishment of linkages with overseas institutions which tie into the educational scope and objectives of Title VI. Formalized linkage agreements facilitate long-term opportunities for research and experience-based learning in another country, such as internships, study abroad, and curriculum and faculty development. These are essential ingredients for developing foreign language, area, and other international competence. "Other organizations" must clearly relate to the educational mission of Sec. 602, such as educational associations, or governmental organizations.

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
	Subsection (a) of section 602 is amended by adding the following new paragraph at the end thereof: "(4) The Secretary may make additional grants to centers designated in paragraph (1)(A) for any one or combination of the following purposes: "(A) Programs of linkage or outreach between foreign language, area studies, and other international fields and professional schools and colleges. "(B) Programs of linkage or outreach with two- and four- year colleges and universities. "(C) Programs of linkage or outreach with departments or agencies of state and federal governments. "(D) Programs of linkage or outreach with the news media, business, professional, or trade associations.".	The Secretary is authorized to make additional grants to the centers to engage in interactive linkage and outreach activities with a broad spectrum of professional schools, public and private agencies and institutions in the U.S. seeking to internationalize, or in need of international expertise. Disseminating their international expertise is becoming an increasingly important role for the centers, which is in the national interest and which will require additional funding to carry out effectively.

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
(b)(1)(A) The Secretary is authorized to make grants to institutions of higher education or combinations of such institutions for the purpose of paying stipends to individuals undergoing advanced training in any center or program approved by the Secretary under this part. (B) Stipend recipients shall be individuals who are engaged in a program of competency-based language training, or in a program developing competency-based language training, in combination with area studies, international studies, or the international aspects of a professional studies program.	Subsection (b)(1) of section 602 is amended by striking out subparagraph (B) and inserting in lieu thereof the following: "(B) Stipend recipients shall be individuals who are engaged in an instructional program with stated performance goals for functional foreign language use or in a program developing such performance goals, in combination with area studies, international studies, or the international aspects of a professional studies program."	This is a technical amendment which alleviates a problem with existing use of the term "competency-based language training" for the less commonly taught languages (LCTLs). While we are in agreement with Congressional intent of current law to insure that FLAS recipients are engaged in a language program aimed at developing competency, the Secretary's reference in the regulations to "established national standards" (Sec.657.5(f), 34 CFR Part 657) limits the LCTLs to evaluation measures for a handful of languages which are still undergoing revision and which are not yet adequate for many LCTLs. Some of the difficulties include: 1) Many guidelines and instruments do not take into account certain cultural and linguistic capabilities an LCTL speaker must have, attributes that are very different from Western values and the commonly taught languages; 2) Instructional materials (basic texts, a target reference grammar, and dictionary) to the advanced level do not exist for many LCTLs; 3) For many LCTLs, the numbers of students enrolled are too small to render a national test statistically valid; and 4) A nationally applied metric should take into account the longer time it takes to master an LCTL. The legislative changes proposed, developed in concert with several national language associations, will allow more flexibility for LCTLs to develop innovative approaches to their curriculum, based on performance goals appropriate to the demands of each language and culture, and unrestricted by a set of national standards as yet inappropriate to the language. It is also recommended that committee report language be included to express these views.

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
(2)(A) The Secretary is also authorized to award, on the basis of a national competition, stipends to students beginning their third year of graduate training (B) Stipend recipients shall be selected by a nationally recognized panel of scholars on the basis of exceptional performance (on a nationally referenced test, if available) in the specialty language and evidence of substantial multidisciplinary area training (C) Stipends may be held for up to a maximum 4 years contingent on periodic demonstration of a high level of language proficiency (D) Stipends may be used for continuation of studies at the institution where the recipient is currently enrolled and for the conduct of research and advanced language study abroad	Subsection (b) of section 602 is amended by striking out paragraph (2) and inserting in lieu thereof the following: "(2)(A) The Secretary is also authorized to make grants to institutions of higher education or combinations of such institutions for the purpose of paying stipends to students beginning with their third year of graduate training in any center or program approved by the Secretary under this part. "(B) Stipend recipients shall be individuals engaged in completing advanced degree requirements in foreign language, foreign area studies, or other international fields. "(C) Stipends shall be for the purpose of completing degree requirements, such as the pre-dissertation level studies, preparation for dissertation research including the study of less commonly taught languages, dissertation research abroad, and dissertation writing. "(D) Stipends may be held for up to a maximum of four years contingent on satisfactory progress towards completion of the degree program.". Subsection (b)(3) of section 602 is amended by striking out "1985" and inserting in lieu thereof "1991".	The unfunded second-tier FLAS program in current law is replaced with one less administratively complex. There has been much controversy over expending scarce FLAS funding on an administrative mechanism for a national competition that would be costly and potentially problematic. Since the need for fellowship assistance for advanced doctoral students is widely accepted, the concept of a second-tier FLAS is continued, but the administration is shifted to the structure already in place, the national resource centers. The centers currently administer the first-tier FLAS and are more knowledgeable about their students and their needs. The fiscal year "trigger" for this subsection is updated to FY 91.

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
LANGUAGE RESOURCE CENTERS Sec. 603. (a) The Secretary is authorized to make grants to and enter into contracts with institutions of higher education, or combinations of such institutions, for the purpose of establishing, strengthening, and operating language training centers, which shall serve as resources to improve the capacity to teach and learn foreign languages effectively. Activities carried out by such centers may include— (1) the conduct of research on new and improved teaching methods, including the use of advanced educational technology; (2) the development of new teaching materials reflecting the use of such research in effective teaching strategies; (3) the development and application of proficiency testing appropriate to an educational setting for use as a standard and comparable measurement of skill levels in all languages; (4) the training of teachers in the administration and interpretation of proficiency tests, the use of effective teaching strategies, and the use of new technologies; (5) the publication of instructional materials in the less commonly taught languages; and (6) the widespread dissemination of research results, teaching materials, and improved pedagogical strategies to others within the postsecondary education community.	Subsection (a) of section 603 is amended by-- (1) striking out "operating language training centers" and inserting in lieu thereof "operating a small number of national language resource and training centers"; (2) striking out "may include" and inserting in lieu thereof "shall include"; and (3) striking out "proficiency testing" each place it appears and inserting in lieu thereof "performance testing".	The language resource center section is amended to provide that the centers be national in scope and limited in number, with a broad array of activities required for each one. In light of the national language teaching crisis, this section and the modest funds available should be better focused. Language pedagogy is one of the few international studies fields where a selected few centers can create and disseminate materials of use throughout the nation and the world. National centers should serve as the locations where advanced research on language pedagogy, the development of desperately needed materials, and the training of scholars from throughout the country take place. **It is also recommended that committee report language express these views.** In the language resource center section the term" proficiency" is replaced with "performance." The use of the term "proficiency" in the statute has become problematic because of its common association with a particular national proficiency testing strategy. As noted in our amendment to Sec. 602(b)(1)(B), the application of current national standards to many less commonly taught languages is as yet inappropriate. While the proposed substitution does not change Congressional intent, it does open up opportunities for the development of innovative approaches to the training of teachers and the testing of students appropriate to the unique cultural and linguistic attributes of many less commonly taught languages.
Sec. 604. (a) The Secretary is authorized to make grants to institutions of higher education, or combinations of such institutions, to assist them in planning, developing, and carrying out a program to strengthen and improve undergraduate instruction in international studies and foreign languages. Grants made under this section may be for projects and activities which are an integral part of such a program, such as— (1) planning for the development and expansion of undergraduate programs in international studies; (2) teaching, research, curriculum development, and other related activities; (3) training of faculty members in foreign countries; (4) expansion of foreign language courses; (5) programs under which foreign teachers and scholars may visit institutions as visiting faculty; (6) programs designed to integrate undergraduate education with terminal Masters Degree programs having an international emphasis; and (7) the development of an international dimension in preservice and in-service teacher training	Subsection (a) of section 604 is amended by-- (1) striking out "strengthen and" after "carrying out a program to"; (2) insert the following new sentence after the first sentence thereof: "These grants shall be awarded to institutions seeking to create new programs or curricula in area studies, foreign languages, and other international fields."; (3) striking out "may be for projects" and insert in lieu thereof "may be used to pay up to 50 percent of the cost of projects"; and	This amendment would redirect Sec. 604(a) programs to provide "seed" funding for the creation of new programs in international studies and foreign languages at the undergraduate level. A 50% matching is required to encourage institutions to demonstrate a commitment to internationalization. These revisions to subsection (a) are proposed to conform to a new subsection (b) recommended below.

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
	(4) striking out paragraph (6) and inserting in lieu thereof the following: "(6) international education programs designed to develop or enhance linkages between two- and four-year institutions of higher education, or baccalaureate and post-baccalaureate programs or institutions; and".	This amendment would modify current law to provide more flexibility for linking international programs between different types of postsecondary institutions and different levels of degree programs. For example, in linking activities between institutions, two-year colleges can tap the faculty expertise of four-year institutions. Linking different degree programs can involve better articulation between courses and requirements in the associate and baccalaureate degrees, or between baccalaureate and masters degrees.

CURRENT LAW

(b)(1) The Secretary is also authorized to make grants to institutions of higher education whose applications are approved under subsection (a) for the purpose of providing assistance to model programs designed to improve and expand foreign language studies at those institutions. Any institution of higher education desiring to receive a grant under this subsection shall submit an application to the Secretary at such time, in such form, and containing such information and assurances as the Secretary may require.

(2)(A) An institution of higher education shall not be eligible for a grant under this subsection for a fiscal year unless—

(i) the sum of the number of students enrolled at such institution in qualified postsecondary language courses on October 1 of that fiscal year exceeds 5 percent of the total number of students enrolled at such institution; and

(ii) such institution requires that each entering student have successfully completed at least 2 years of secondary school foreign language instruction or requires that each graduating student have earned 2 years of postsecondary credit in a foreign language (or have demonstrated equivalent competence in a foreign language).

(B) For the purpose of subparagraph (A)(i), the total number of students enrolled in an institution shall be considered to be equal to the sum of (i) the number of full-time degree candidate students enrolled at the institution, and (ii) the number of part-time degree candidate students who are enrolled at the institution for an academic workload which is at least half the full-time academic workload, as determined by the institution in accordance with standards prescribed by the Secretary.

(3) As a condition for the award of any grant under this subsection, the Secretary may establish criteria for evaluating programs assisted with funds under this subsection and require an annual report which evaluates the progress and proficiency of students in such programs.

SUGGESTED AMENDMENT OR SUBSTITUTE

Section 604 is amended by striking out subsection (b) and inserting in lieu thereof the following:

"(b)(1) The Secretary is also authorized to make grants to institutions of higher education or combinations of such institutions for strengthening programs of demonstrated excellence in area studies, foreign languages, and other international fields in order to ensure their self-sustaining maintenance and growth. These grants shall enhance the capacity-building and dissemination functions of existing programs. Grants made under this subsection may be used to pay up to 50 percent of the cost of projects and activities which are an integral part of such a program, such as--

"(A) teaching, research, curriculum development, and other related activities;

"(B) strengthening undergraduate majors and minors directly related to the generation of international expertise;

"(C) developing new foreign language courses, especially in those languages previously not taught at the institutions, and improving the quality of existing foreign language programs;

"(D) expanding library and teaching resources;

"(E) establishing linkages overseas with institutions of higher education and organizations that contribute to the educational objectives of this subsection;

"(F) developing programs designed to integrate professional and technical education with area studies, foreign languages, and other international fields;

RATIONALE/EXPLANATION

The unfunded subsection (b) is replaced with a new program which addresses the immediate challenges of internationalization at the undergraduate level. Congress designed the current subsection (b) to encourage an increase in language enrollments; this is no longer necessary as recent surveys completed by the Modern Language Association show an 8.5% increase in undergraduate language enrollments between 1980-86.

This amendment addresses three strategic objectives: 1) Preparing students for whom the undergraduate degree is the terminal degree to meet the challenges of operating within an increasingly globalized system; 2) Expanding the pool of competent undergraduates from which to develop post-graduate foreign language, area studies, and other international expertise; and 3) Strengthening undergraduate institutional capacity for developing quality undergraduate and eventually graduate level international programs where appropriate.

While modest funding levels of Title VI cannot possibly address the needs of all U.S. undergraduate institutions, a strengthened Sec. 604 can provide start-up incentives through subsection (a) programs, and capacity-building grants to stabilize programs of demonstrated excellence, through subsection (b) programs. The proposal includes a list of activities believed to be essential for effective international programs. Since institutions throughout the nation vary in their level of progress and sophistication in these activities, this package should be offered as a menu of options from which an institution can choose to further strengthen and stabilize a program which has otherwise demonstrated excellence.

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
	"(G) disseminating curricular materials and program designs to other educational institutions;	
	"(H) integrating on-campus undergraduate curriculum with study abroad and exchange programs;	
	"(I) developing study and internship abroad programs in locations in which such study opportunities are not otherwise available or study abroad opportunities which serve students for which such opportunities are not otherwise available; and	Educational experiences abroad are a significant factor in developing international expertise, but they have been limited for the most part to Western Europe and to the humanities. They have not attracted students in the sciences or pre-professional programs, and there has been minimal participation by low-income and minorities. This section is designed to encourage the development of study and internship programs in the developing world and in new disciplines, and for a broader range of students.
	"(J) training faculty and staff in area studies, foreign languages, and other international fields.	
	"(2) As a condition for the award of any grant under this subsection, the Secretary may establish criteria for evaluating programs and require an annual report which evaluates the progress and performance of students in such programs."	
(c) The Secretary may also make grants to public and private nonprofit agencies and organizations, including professional and scholarly associations, whenever the Secretary determines such grants will make an especially significant contribution to attaining the objective of this section	Section 604 is amended by adding the following new subsection at the end thereof: "(d) The non-Federal share of the cost of programs funded under this section may be provided either in cash or in-kind assistance. Such assistance may be composed of institutional and non-institutional funds, including state and private contributions.".	This amendment defines the non-Federal share of the cost of programs required in subsections (a) and (b) as proposed, allowing cash or in-kind assistance, and institutional and non-institutional funds.

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
INTENSIVE SUMMER LANGUAGE INSTITUTES Sec. 605. (a)(1) The Secretary is authorized to make grants to institutions of higher education, or combinations of such institutions, for the purpose of establishing and conducting intensive summer language institutes. (2) Training authorized by this section shall be provided through— (A) institutes designed to meet the needs for intensive language training by advanced foreign language students; (B) institutes designed to provide professional development and improve language instruction through pre-service and in-service training for language teachers; or (C) institutes that combine the purposes of subparagraphs (A) and (B). (3) Grants made under this section may be used for— (A) intensive training in languages critical to the national economic and political future; (B) training in neglected languages; and (C) stipends for students and faculty attending the institutes authorized by this section. (4) Institutes supported under this section may provide instruction on a full-time or part-time basis to supplement instruction not fully available in centers supported under section 602. (b) Grants made under this section shall be awarded on the basis of recommendations made by peer review panels composed of broadly representative professionals.	The heading for section 605 is amended by striking out "Language". Section 605 is amended by adding the following new subsection at the end thereof: "(c)(1) The Secretary is authorized to make grants to institutions of higher education, or combinations of such institutions, for the purpose of establishing and conducting intensive summer institutes providing training in area studies or other international fields, or in any combination of area studies, other international fields, and foreign languages. "(2) Training authorized by this subsection shall be provided through-- "(A) institutes designed to provide professional development for current or potential college and university teachers; "(B) institutes designed to assist faculty in professional and technical schools, colleges, and institutes to apply foreign language, area studies, or other international knowledge to their respective professional or technical fields; and "(C) institutes designed to provide foreign language, area studies, or other international knowledge or skills to government personnel or private sector professionals involved in international activities.".	This amendment adds a new subsection to the summer language institutes program to authorize summer institutes for foreign area and other international studies. There are several underlying reasons summer institutes can play a pivotal role in international training: 1) Summer is a good time to organize the low number of students studying less commonly taught languages throughout the nation; 2) Summer institutes provide large blocks of time for language immersion training, an effective language training technique difficult for a student to undertake when involved in a full-time degree program; 3) Summer as a break between academic years is a good opportunity for overseas institutes, thus facilitating language immersion programs, 4) Extending the authority for institutes to area and other international studies is a good way to disseminate the research and knowledge developed at Title VI centers to people of other institutions without such centers. In addition, these institutes will enable an intensive focus on interdisciplinary faculty training and the development of state of the art interdisciplinary and other curriculum materials that improve the production of international expertise.

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CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
RESEARCH; STUDIES; ANNUAL REPORT SEC. 606. (a) The Secretary may, directly or through grants or contracts, conduct research and studies which contribute to the purposes of this part. Such research and studies may include but are not limited to— (1) studies and surveys to determine the need for increased or improved instruction in modern foreign languages and in other fields needed to provide a full understanding of the places in which such languages are commonly used; (2) research on more effective methods of providing instruction and evaluating competency in such foreign languages and other fields; (3) the application of proficiency tests and standards across all areas of foreign language instruction and classroom use; and (4) the development and publication of specialized materials for use in providing such instruction and evaluation or for use in training individuals to provide such instruction and evaluation. (b) The Secretary shall prepare and publish an annual report listing the books and research materials produced with assistance under this title.	Subsection (a) of section 606 is amended to read as follows: "Sec. 606. (a) The Secretary may, directly or through grants or contracts, conduct research and studies which contribute to the purposes of this part. Such research and studies may include but are not limited to--	The research section is rewritten to reflect emerging challenges in foreign language, area studies, and other international fields. Growth and evolution in international education has occurred in recent years, but much needs to be accomplished, including an expansion in research and dissemination. This should be a higher priority for the U.S. Department of Education, in keeping with the Federal role to promote education research and dissemination. The list of possible research studies is revised to include activities viewed as critical to the further development of foreign language,

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
	"(1) studies and surveys to determine needs for increased or improved instruction in foreign language, area studies, or other international fields, including the demand for foreign language, area, and other international specialists in government, education, and the private sector; "(2) studies and surveys to assess the utilization of graduates of programs supported under this title by governmental, educational, and private sector organizations and other studies assessing the outcomes and effectiveness of programs so supported; "(3) comparative studies of the effectiveness of strategies to provide international capabilities at institutions of higher education; "(4) research on more effective methods of providing instruction and achieving competency in foreign languages; "(5) the development and publication of specialized materials for use in foreign language, area studies, and other international fields, or for training foreign language, area, and other international specialists; and "(6) the application of performance tests and standards across all areas of foreign language instruction and classroom use.". Subsection (b) of section 606 is amended by striking out "prepare and publish" and inserting in lieu thereof "prepare, publish, and announce". The heading for section 607 is amended by inserting "And Other Research Materials" after "Periodicals"	area studies, and other international fields. In addition, because this function is so important, the word "announce" is inserted in subsection (b) to encourage the Secretary to be fully proactive in making the results of research projects known and available to the education community. It is also recommended that committee report language express these views.

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
PERIODICALS PUBLISHED OUTSIDE THE UNITED STATES Sec. 607. (a) In addition to the amount authorized to be appropriated by section 608, there are authorized to be appropriated $1,000,000 for fiscal year 1987, and such sums as may be necessary for the 4 succeeding fiscal years to provide assistance for the acquisition of, and provision of access to, periodicals published outside the United States. (b) From the amount appropriated under subsection (a) for any fiscal year, the Secretary shall make grants to institutions of higher education or public or nonprofit private library institutions or consortia of such institutions for the following purposes: (1) to acquire periodicals published outside the United States which are not commonly held by American academic libraries and which are of scholarly or research importance; (2) to maintain current bibliographic information on periodicals thus acquired in machine-readable form and to enter such information into one or more of the widely available bibliographic data bases; (3) to preserve such periodicals; and (4) to make such periodicals available to researchers and scholars.	Section 607 is amended by inserting "and other research materials" after "periodicals" each place it appears.	The periodicals program is amended to allow the collection of timely research materials that may exist only in manuscript or other form, and which would be vital to a world area collection. This is especially important in relation to developing nations, and less commonly taught areas of the world.
	Subsection (a) of section 607 is amended by striking out "$1,000,000 for fiscal year 1987" and inserting in lieu thereof "$8,500,000 for fiscal year 1992".	The authorization cap for the periodicals and other research materials program is increased. This section addresses a critical component of the Title VI mission to secure access to foreign research and information at a time of unprecedented change in the international order. Rising inflation and dollar devaluation has resulted in rapidly increasing publications costs. Concomitantly, many libraries are facing local budget crises. If funded, this program can play a pivotal role in ensuring both the survival of our national resource collections from around the world, and the ability to keep these collections current.
EQUITABLE DISTRIBUTION OF FUNDS Sec. 609. (a) The Secretary shall make excellence the criterion for selection of grants awarded under section 602. (b) To the extent practicable and consistent with the criterion of excellence, the Secretary shall award grants under this part (other than section 602) in such manner as will achieve an equitable distribution of funds throughout the Nation.	Section 609 is amended by-- (1) inserting "(1)" after the designation for subsection (a); and (2) adding the following new paragraph at the end thereof: "(2) The Secretary shall also award grants under this part in such manner as to ensure that an appropriate portion of funds are used to support undergraduate education.".	The equitable distribution of funds section is amended to encourage the Secretary to enhance funding for the undergraduate programs in Sec. 604. While current Title VI funding is much too low to address the needs of all U.S. undergraduate institutions, a greater proportion of new funds should be committed to Sec. 604. This is important from the standpoint of building a base upon which graduate and post-graduate foreign language, area, and other international expertise may develop. It is also critical for those students whose careers will have an international dimension, such as in the technical and professional fields.

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
	Section 610 is amended by striking out "$49,000,000 for fiscal year 1987" and inserting in lieu thereof "$102,000,000 for fiscal year 1992".	This amendment increases the authorization cap for Part A programs other than Sec. 607 programs. During the last two decades, the Federal investment in Title VI steadily eroded through inflation and inadequate funding. The FY 1991 funding level of $40 million is 30% below its peak level of the late 1960s as expressed in constant 1991 dollars. Furthermore, during this period, new programs and activities were added through statutory language or through the Department of Education's grant proposal priorities. However, concomitant additional funding did not follow, thus compounding the inflationary attrition of resources. The challenges of an increasingly complex and interdependent international scene call for renewed attention and investment in strengthening our nation's international competence. A $102 million authorization level for Part A would allow: 1) An increase in the average grant award for existing national resource centers (the U. S. Department of Education estimates the number of centers will be increased in FY 91 from 94 to 105), so as to restore the purchasing power and capacity of the late 1960s and early 1970s, and to enable the centers to adequately meet the additional demand in services outlined in these amendments for dissemination, outreach, and linkages overseas; 2) A restoration of FLAS grants from their FY 1991 estimated number of 1100 to their FY 1967 peak level of 2300, plus an increase in the stipend to the Title IX stipend level; 3) Funding of the second-tier FLAS program as proposed for amendment; 4) A greater Federal investment in enhancing the international capacity of two- and four-year undergraduate institutions through an increase in funding for Sec. 604, as proposed for amendment; and 5) Funding of an expanded intensive summer institute program, and increased funding for the national language resource centers and an improved research program.
(C) evening or summer programs, including, but not limited to, intensive language programs, available to members of the business community and other professionals which are designed to develop or enhance their international skills, awareness, and expertise;	Subsection (c)(1)C of section 612 is amended by striking "including, but not limited to," and inserting "such as," in lieu thereof	This is a technical amendment intended to ensure that intensive language programs are viewed as only one of a number of effective methods business centers can use to meet the foreign language needs of business.

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
(A) the establishment of overseas internship programs for students and faculty designed to provide training and experience in international business activities, except that no Federal funds provided under this section may be used to pay wages or stipends to any participant who is engaged in compensated employment as part of an internship program; and (B) other eligible activities prescribed by the Secretary.	Subsection (c)(2) of section 612 is amended by-- (1) striking out "and" at the end of subparagraph (A); (2) striking out the period at the end of subparagraph (B) and inserting in lieu thereof "; and"; and (3) adding the following new subparagraph at the end thereof: "(C) the establishment of linkages overseas with institutions of higher education and other organizations that contribute to the educational objectives of this section.".	Consistent with the purposes of Sec. 611(b), the list of activities for the Centers of International Business Education is amended to include the establishment of linkages with overseas institutions which tie into the educational scope and objectives of Title VI. Formalized linkage agreements facilitate long-term opportunities for research and experience-based learning in another country, such as internships, study abroad, and curriculum and faculty development. These are essential ingredients for developing foreign language, area, and other international competence. "Other organizations" must clearly relate to the educational mission of this section, such as governmental organizations, trade councils, or other private sector enterprises.
	Subsection (b) of section 613 is amended by-- (1) striking out "and" at the end of paragraph (9); (2) striking out the period at the end of paragraph (10) and inserting in lieu thereof "; and"; and (3) adding the following new paragraph at the end thereof: "(11) the establishment of linkages overseas with institutions of higher education and organizations that contribute to the educational objectives of this section.".	Consistent with the purposes of Sec. 611(b), the list of activities under the business education and training programs is amended to include the establishment of linkages with overseas institutions which tie into the educational scope and objectives of Title VI. See rationale for Subsection (c)(2) of section 612 above.

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CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
	Subsection (a) of section 614 is amended by striking out "$5,000,000 for fiscal year 1988 and" and inserting in lieu thereof "$12,000,000 for fiscal year 1992 and such sums as may be necessary".	This amendment increases the authorization level for the Centers for International Business Education beginning FY 1992, and allows such sums for each of the four succeeding fiscal years. The program is underfunded relative to the the wide variety of activities the statute requires the existing sixteen centers to undertake. A $12 million authorization level envisions adequate funding of existing centers to effectively fulfill this mandate, and an additional five to seven centers which would truly provide a network of national and regional resources for improving the competitive economic position of the U.S.
	Subsection (b) of section 614 is amended by striking out "$5,000,000 for fiscal year 1987" and inserting in lieu thereof "$7,500,000 for fiscal year 1992".	This amendment increases the authorization cap to $7.5 million for FY 1991 for the international business education and training programs. Open to two- and four-year institutions as well as university business programs, this section offers an important mechanism by which business schools can develop new initiatives in response to the increasingly competitive global business environment. Given the rising demand on campuses for active participation of business schools in new international ventures, such as interdisciplinary programs, and the increasing needs of business for innovative program and course offerings, a higher authorization level would allow an increase in the average size of the grants and in the number of institutions which could be funded.
	Part C of title VI is amended by adding the following new section at the end thereof: "PRESERVATION OF PRE-1992 PROGRAMS "Sec. 623. Notwithstanding any other provision of law, amendments to this title establishing new programs or expanding existing programs enacted pursuant to the Higher Education Act Amendments of 1991 shall not be funded in fiscal year 1992, or the three succeeding fiscal years, unless and until Congress enacts appropriations for programs under this title enacted prior to such Act at a level no less than the level of funding in effect for such pre-existing programs for fiscal year 1992.".	This amendment ensures that the Secretary does not fund new activities or programs at the expense of existing activities or programs. The modest funding history of Title VI and the inadequate support now provided to existing programs have been noted above. At the same time, we have recommended numerous additional activities and programs which we believe are necessary components to meeting the nation's growing need for international expertise, and to promoting the internationalization of the wide spectrum of U.S. institutions of higher education. It is our intention that these new activities and programs be funded through new appropriations above the FY 1992 level.

TITLE VI HEA REAUTHORIZATION ACT

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
2. Mutual Educational and Cultural Exchange Act and Related Materials (6) promoting modern foreign language training and area studies in United States schools, colleges, and universities by supporting visits and study in foreign countries by teachers and prospective teachers in such schools, colleges, and universities for the purpose of improving their skill in languages and their knowledge of the culture of the people of those countries, and by financing visits by teachers from those countries to the United States for the purpose of participating in foreign language training and area studies in United States schools, colleges, and universities;	Title VI is amended by adding the following new part after part B and redesignating part C as part D thereof: "PART C -- FULBRIGHT-HAYS EDUCATIONAL AND CULTURAL EXCHANGES "Sec. 616. (a) The President is authorized to provide for promoting modern foreign language training and area studies in United States schools, colleges, and universities by supporting visits and study in foreign countries by teachers and prospective teachers or other persons who have demonstrable need for an international dimension in their education in such schools, colleges, and universities for the purpose of improving their skill in languages and their knowledge of the culture of the people of those countries, and by financing visits by teachers from those countries to the United States for the purpose of participating in foreign language training and area studies in United States schools, colleges, and universities, and promoting advanced research, exchanges, and area studies overseas by consortia of institutions of higher education. "(b) The activities carried out under this part shall be coordinated with the jurisdiction and activities of the J. William Fulbright Foreign Scholarship Board, the Fulbright Commissions, the U.S. embassies, and any other foreign educational or cultural exchange activities carried out under the Mutual Educational and Cultural Exchange Act. "(c) Any personnel, liabilities, contracts, real property, personal property, assets, and records, employed, held, or used primarily in connection with a function carried out pursuant to section 102(b)(6) of the Mutual Educational and Cultural Exchange Act not located at the Department of Education on the date of enactment of the Higher Education Act Amendments of 1991, shall be transferred to the Secretary. Any personnel so transferred shall be transferred without reduction in classification or compensation for one year after transfer.	A new part D is added to Title VI to include Sec. 102 (b)(6) of the Mutual Educational and Cultural Exchange Act (Fulbright-Hays). This program is administered by the U.S. Department of Education under an Executive Order as the overseas program complementary to Title VI. Activities include doctoral dissertation research abroad, faculty research abroad, group projects abroad, and special bilateral projects. Although this program is administered by the Department of Education and funded by the House and Senate Subcommittees on Labor/HHS/Education Appropriations, it falls under the oversight jurisdiction of the House Foreign Affairs and Senate Foreign Relations Committees. Though Title VI is reauthorized every five years, this program has a permanent authorization and, therefore, is rarely, if ever, reviewed. A transfer of this program into Title VI will enable the same authorizing committees which have oversight of Title VI to have review over its complementary overseas programs. It is especially important at a time of growth and evolution in international education that the two programs not only be administered together, but reviewed together as well. In transfer, a provision should be included to ensure continued and improved coordination between the Department of Education and the J. William Fulbright Foreign Scholarship Board, the Fulbright Commissions and the U.S. Embassies abroad. Furthermore, the program should continue to have a permanent authorization and be treated as a separate but complementary overseas program, with a separate line in the budget and appropriations processes.

CURRENT LAW	SUGGESTED AMENDMENT OR SUBSTITUTE	RATIONALE/EXPLANATION
	"(d) All laws and regulations relating to section 102(b)(6) of the Mutual Educational and Cultural Exchange Act, insofar as such laws and regulations are appropriate and not inconsistent with the provisions of this title, remain in full force and effect and apply with respect to this part. All references in any other Federal law to section 102(b)(6) of the Mutual Educational and Cultural Exchange Act shall be deemed to refer to this part. "(e) Any funds appropriated to carry out section 102(b)(6) of Mutual Educational and Cultural Exchange Act for fiscal year 1991 that are not expended or obligated on the date of enactment of the Higher Education Act Amendments of 1991 shall be paid to the Secretary within 10 days of the date. The Secretary shall be responsible for all obligations incurred under such section after such date."	
	Section 102 (b) of the Mutual Educational and Cultural Exchange Act is amended by striking out paragraph (6) thereof	In addition to the transfer of Sec. 102(b)(6) into Title VI, two amendments are made to the existing statutory language: (1) The current language in Sec. 102(b)(6) is unduly restricted to "teachers and prospective teachers." The new language would open up funding opportunities for faculty and students who are not necessarily planning a career in education, but whose careers necessarily include an international dimension. This will enable the overseas progam to conform to the current international needs of disciplines other than education, and to the changes proposed for Title VI. (2) New language is added to promote advanced research overseas by consortia of higher education institutions. Rising inflation in the less commonly taught areas of the world and the constant erosion of the dollar have resulted in escalating costs for conducting these programs overseas. This new language is intended to enable consortia of institutions of higher education to maximize the resources that a combined undertaking in this regard would generate, in ways which could also be utilized by other U.S. institutions of higher education

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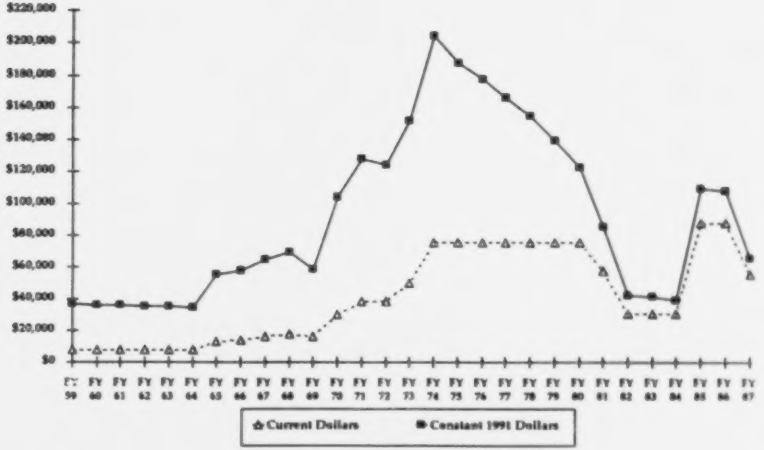
APPENDIX C

TITLE VI AUTHORIZATION, FY 59 - FY 87

(In Thousands)



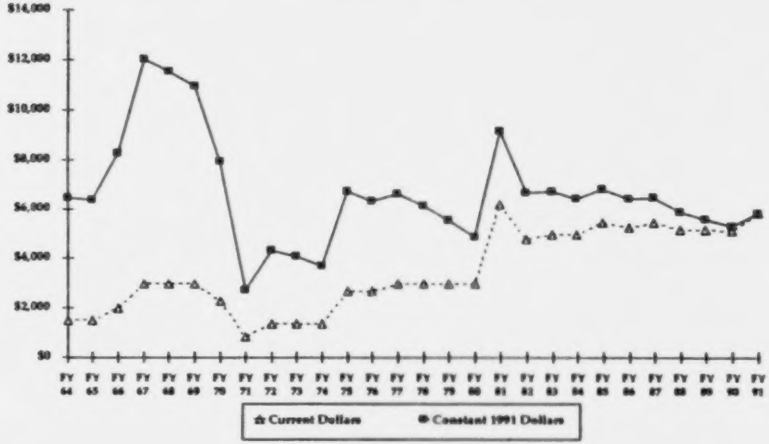
NOTES: Although the Title VI authorization has increased over time in current dollars, it has failed to keep up with inflation. The last statutory authorization cap for Title VI of $55 million in FY 87 is nearly 75% below the peak cap of $204 million in FY 74, as expressed in constant 1991 dollars. This has occurred despite increased numbers of programs and activities added to the Title VI program since its inception.

SOURCES: American Council on Education, Office of Legislative Analysis, based on data from the Statistical Abstract of the United States, Bureau of the Census, U.S. Department of Commerce, 1990; U.S. Department of Education appropriations documentation; and the Higher Education Act of 1965, as amended.

APPENDIX D

FULBRIGHT-HAYS APPROPRIATIONS, FY 64 - FY 91

(In Thousands)



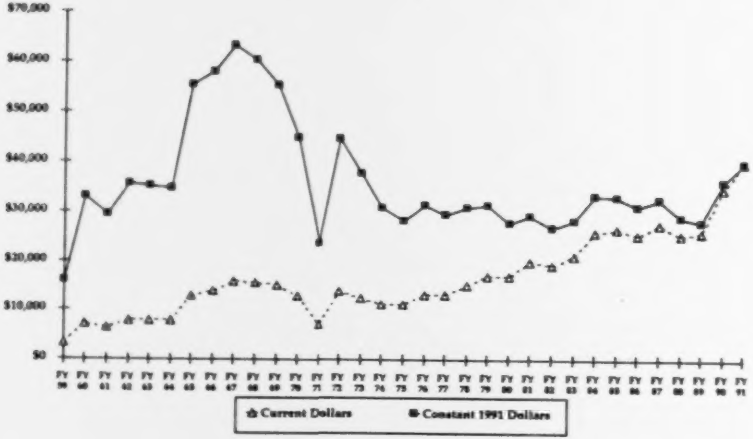
NOTES: Fulbright-Hays 102(b)(6) has a permanent authorization and the statute sets no limits on the amount which may be appropriated. Although in current dollars the Fulbright-Hays 102(b)(6) appropriation has increased slightly over a 27 year period, it has failed to keep up with inflation. When expressed in constant 1991 dollars, it becomes clear that the FY 91 appropriation of $5.855 million is 51% ($6.2 million) below the purchasing power the program had at its peak funding level of $12.061 million in FY 67.

SOURCES: American Council on Education, Office of Legislative Analysis, based on data from the Statistical Abstract of the United States, Bureau of the Census, U.S. Department of Commerce, 1990; U.S. Department of Education appropriations documentation; and the Mutual Educational and Cultural Exchange Act of 1961, as amended.

APPENDIX A

TITLE VI APPROPRIATIONS, FY 59 - FY 91

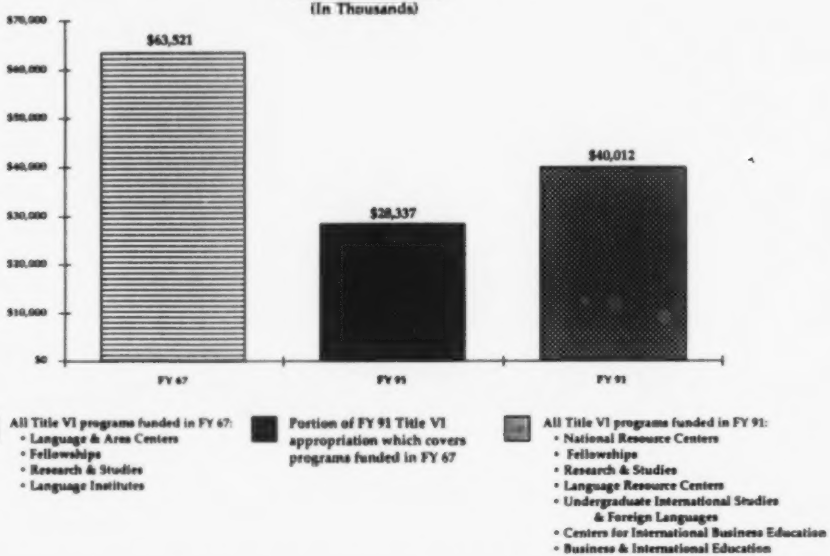
(In Thousands)



NOTES: Although in current dollars the current Title VI appropriation has increased modestly over a thirty-year period, it has failed to keep up with inflation. When expressed in constant 1991 dollars, it becomes clear that the FY 91 appropriation of $40 million is 37% ($23 million) below the purchasing power of the peak level of Title VI in FY 67 ($63.5 million). This has occurred despite increased numbers of programs drawing on Title VI funds, and an increased need for international expertise to meet global challenges.

SOURCES: American Council on Education, Office of Legislative Analysis, based on data from the Statistical Abstract of the United States, Bureau of the Census, U.S. Department of Commerce, 1990; U.S. Department of Education appropriations documentation; and the Higher Education Act of 1965, as amended.

APPENDIX B
TITLE VI APPROPRIATION COMPARISON
FY 67 AND FY 91
--Constant 1991 Dollars--
(In Thousands)



NOTES: The FY 91 appropriation of $40 million is 37% below the peak level of Title VI in FY 67, as expressed in constant 1991 dollars. However, when comparing funding for only the original Title VI programs, the FY 91 level of $28 million is 55% below the FY 67 level.

SOURCES: American Council on Education, Office of Legislative Analysis, based on data from the Statistical Abstract of the United States, Bureau of the Census, U.S. Department of Commerce, 1990; U.S. Department of Education appropriations documentation; and the Higher Education Act of 1965, as amended.

FOR HEARING RECORD, TITLE I OF THE HIGHER EDUCATION ACT

House of Representatives
Education and Labor Committee
Postsecondary Education Subcommittee
July 24, 1991

By Henry A. Spille
Vice President and Director
The Center for Adult Learning and Educational Credentials
American Council on Education
Washington, D.C.

The American Council on Education (ACE) strongly supports provisions incorporated in proposed amendments to Title I of the Higher Education Act (University Outreach, Community Service and Continuing Education). We fully endorse Part A (Urban Community Service) of Title I. However, the focus of this testimony is on Part B (Partnerships for Continuing Higher Education) as submitted by ACE on behalf of the higher education community on April 8, 1991. We believe this provision to be imaginative and exciting in its implications for the national welfare.

ACE is the major association representing American colleges and universities. The Center for Adult Learning and Educational Credentials within ACE has a mission that focuses on the rapidly increasing numbers of adults who are seeking learning opportunities in American higher education. A primary goal of our current effort is to assist American institutions of higher education in making adult learning intrinsic, rather than tangential, to their missions.

Adults will soon be the new majority in higher education. More than half of all college students will be older than 25 by 1992 and about 20 percent will be over 35. Undoubtedly the basic facts about the increasing rate of participation by adults in higher education are well known to you. Perhaps less well known are the facts about the impressive performance of adult students in higher education settings.

As mature persons with employment and family responsibilities, adults do not undertake higher education studies casually. Their goals generally are quite focused and clear. Their motivation, at its roots, is that of becoming more productive members of the workforce and society. They wish to do this efficiently and with all possible speed while continuing to fulfill their family and job responsibilities. This aspiration bodes well for the nation in a decade when the majority of all new jobs will require at least some education beyond high school.

Administrators and faculty at colleges and universities are increasingly aware of this promising — though often short-changed — group of students. Adult students frequently earn better grades than students of traditional college-going age — not because they are more intelligent but because they are more mature. Faculty members at a variety of institutions report adults have an edge in such areas as giving priority to study over social life, completion of assignments, performance going beyond assignments, self-reliance, class participation, responsiveness to academic advice, class attentiveness, and participation.

It is hardly surprising that adult students tend to require less financial aid per course taken or degree completed than less seasoned persons. Nor is it surprising that adults tend to repay loans for education more quickly.

Unfortunately, highly motivated adults frequently experience frustration because many institutions of higher education are ill prepared to meet their needs which are often quite different from those of younger people. For example, classes may not be held at times or places accessible to adults with job or family responsibilities. Entry procedures may not allow adults to document and receive credit for college-level learning (not experience) already acquired under non-collegiate sponsorship. Curricular offerings may not speak to adult goals and aspirations. In short, although the composition of their student bodies has changed, the institutions themselves too often have not.

The proposed Title I, in our view, would be a promising step in the right direction. It would greatly facilitate the efforts already being made by ACE and other organizations in encouraging colleges and universities to better serve the lifelong education needs of adults. Given demographic realities (75 percent of the workforce in the year 2000 is already in the labor market), it would make a direct contribution to the national effort to arrest the decline of our nation's standing in the world economy. It would also provide adult learners throughout our nation with evidence that their government acknowledges their struggles, encourages them in returning to learning, and has not forgotten them in establishing national education policy.

As an association of higher education institutions, we are especially supportive of the Title I emphasis upon partnerships between higher education and business and labor organizations, community-based organizations, and public agencies to provide opportunities for continuing education. Such partnerships make higher education more accessible to adults, make more efficient use of learning resources, and enhance the chances for success in individual educational ventures. It is truly an enlightened policy that recognizes the wide variety of organizations involved in providing educational opportunities for adults with career and family responsibilities and facilitates their united efforts in the direction of cooperation.

The proposed legislation also recognizes that learning beneficial for individuals and the nation is not limited to that offered in programs of study leading to degrees. Non-credit or non-degree and certificate continuing higher education programs are also recognized in the bill. This is an extremely important and cost-effective provision. Very often, individuals don't need degrees, but they do need courses and programs that enable them to acquire the skills and knowledge required to become employable, remain employed, or to qualify for advancement. A vast number of Americans ranging from service and production-line workers to professionals who need to remain current in the jobs or qualify for relicensure, certification, or registration are the users of such programs.

The United States gets top value for every dollar spent on highly motivated citizens who engage in systematic college-level study. As just one example, consider the case of Admiral William J. Crowe, former Chairman of the Joint Chiefs of Staff. When interviewed after his retirement he reported that one of the most significant events of his life was his three-year enrollment as an adult student in Princeton University where he acquired a PhD. Admiral Crowe noted that his academic program (which was not narrowly professional) had made him more flexible, more ready to question, more able to negotiate and make bureaucracy work — all outcomes that were crucial to his later career success.

All of us are the beneficiaries of this sort of learning by individuals. It is good news for America whenever an adult is enabled to acquire learning that will help him or her improve performance on the job. It is good news for America whenever an adult is helped to make a successful career transition. It is good news for America whenever an adult can pursue educational aspirations efficiently via innovative uses of technology. We believe it would be very cost-effective for the federal government to make a greater investment in their educational efforts.

The economic, social, and cultural challenges now facing the United States make it essential that the nation's citizens apply themselves more intelligently and work more productively. To make this possible requires development of an excellent system of education and training that will facilitate lifelong learning -- not just learning during youth or learning in synchronization with rigid academic structures and timetables. How else can America become "a nation of students"?

We believe that the proposed amendments for Title I of the Higher Education Act would encourage needed development of a system concept of learning and credentialing that would be characterized by formal working, cooperative relationships among the various providers of postsecondary-level education and training. We therefore urge you to take positive action to pass this wise and far-sighted legislation.

Testimony

on

The Reauthorization of the Higher Education Act

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presented to the

Subcommittee on Postsecondary Education
Committee on Education and Labor
United States House of Representatives

July 31, 1991

I am pleased to present testimony to the subcommittee about Title VI of the Higher Education Act, and particularly to support the use of these funds to continue to strengthen the international studies and foreign language programs in the nation's community colleges.

My testimony is presented on behalf of Valencia Community College, a public, associate-degree granting institution in Orlando, Florida, that serves over 52,000 students per year. Also, my testimony represents the perspective that I have gained as the liaison between Valencia Community College and the Colegio Universitario de Alajuela in Costa Rica, as a part of the Florida - Costa Rica Institute, known as FLORICA.

Community colleges are the critical "main valve" in the educational pipeline about which the Congress is justifiably concerned. Community colleges serve over six million students nationally, and in 1988, provided opportunity to 46% of the minority students enrolled in postsecondary education. Over half of all first-time freshmen are enrolled in community, junior and technical colleges, and our average student is 28 years old.

Community colleges form the nation's largest system of higher education and formal workforce training. It will be in community college classrooms that America will win the battle to produce the college-educated minds needed by our nation to address our domestic challenges and to prosper in the international arena.

Title VI funds are instrumental in helping community colleges to meet the challenge of providing an international dimension to the education of America's workforce. A review of the growth of international education at my institution, and the impact of four Title VI grants that we have received, provides an example of the impact of these funds.

Valencia has a solid base of fourteen years of activity in international education. In response to the increasing international climate in Central Florida and the State of Florida, Valencia in 1977, developed a five-year plan for international/intercultural education at the institution. This plan served as the initial step in the creation of a comprehensive International Education Program for the college.

The plan included the creation of a full-time, college-wide faculty level position to coordinate the International Education Program. The coordinator began to work toward implementation of recommendations in the areas of international student admissions and programming, faculty exchange, faculty development, internationalizing the curriculum, study abroad, community involvement, and courses in English as a Second Language.

Through implementation of this long-range plan, significant growth occurred. The collegewide enrollment of international students has increased from twenty students representing ten nations to 280 students representing 60 nations. These students benefit the college community, serve as educational resources in the classroom, participate in community activities and prepare exhibits on international themes.

In 1978, the college began a faculty and student exchange program with three community colleges in Western Canada. The Foreign Language Department offers summer study in Valencia, Spain, while the Humanities Department offers study in Europe and Mexico. Students, faculty and staff may find materials about overseas study, work and travel in centers on both the East and West Campuses.

Growing interest in overseas opportunities resulted in the creation of a 40% release time faculty position in the fall of 1980 to coordinate study abroad and exchanges. In 1982, the college joined the College Consortium for International Studies (CCIS) through which increased opportunities abroad have become available. Faculty members have participated in twenty overseas faculty development seminars with the costs shared by the faculty members involved and the college. Faculty continue to be apprised of opportunities for international study, travel and professional development through the Office of International Education.

English as a Second Language (ESL) courses are offered at the college for non-native speakers of English including international students, immigrants, refugees, and citizens for whom English is a second language. The college began in 1982 to plan for an Associate in Science Degree in International Business. Two Title VI grants from the U. S. Department of Education provided for the development of five core courses for the International Business degree.

Having witnessed the completion of the major objectives of the Plan developed in 1977, the administration appointed a steering committee for international/intercultural education in 1984. The committee involved 52 faculty, administrators, career service personnel and community members in the task of preparing a new long-range plan for international/ intercultural education.

From the plan evolved the development of international modules for the general education program in order to ensure the exposure of all students to international perspectives, the creation of an international option in the Horticulture A. S. degree program, and the creation of a cross cultural course for teacher recertification, for which partial support was received from the U. S. Department of Education. Through Valencia's Open Campus, several noncredit international business development programs were developed and offered for the general public as well as specific business groups. All of these objectives were met as of July 1989.

Earl Backman in the 1984 book which he edited, Approaches to International Education, notes that internationalization models vary appropriately from campus to campus, and that the key to success is finding an appropriate match between the institution's mission and the international activities. He finds ten activities that are at the heart of the internationalization process: 1) Internationalizing the curriculum, 2) Critical mass of faculty in international activities, 3) Foreign students, 4) Student exchanges, 5) Study abroad, 6) Faculty exchanges, 7) Faculty development, 8) English as a Second Language, 9) Campus-based international activities, and 10) Community outreach.

Valencia has used Title VI funds to enable the college to move futher along the continuum of internationalization:

- Since 1987, two Title VI grants have supported curriculum development and enhancements that ensure that international dimensions are an integral part of the general education and the honors program curricula.

- During the 1987-90 period, Title VI funds enabled 19 faculty representing 13 disciplines to develop 31 modules that infuse international dimensions into the existing curriculum. An international horticulture option was developed and is now offered in the Associate Degree program in horticulture, and Portuguese language courses have been developed and were offered for the first time in January 1991.

- A grant-funded faculty development program for foreign language and humanities faculty is creating a sense of collegiality among adjunct and full-time faculty that will support future course and instructional materials development.

- The Title VI grant-funded activities supported the college as well in developing its capacity to serve as the co-coordinating institution for the Florida - Costa Rica Institute.

In 1986-87, Valencia entered into the Florida - Costa Rica Institute (FLORICA) agreement with Florida State University and placed the FLORICA activities at the center of its plans to continue to build international programs at the college in the 1990s. Acting on behalf of all 28 Florida community colleges, Valencia is engaged in promoting:

- student/faculty exchange,
- cooperative research and technical assistance activities,
- cultural exchange and,
- enhanced language training and skills.

FLORICA works in concert with the four public universities of Costa Rica and other educational and governmental agencies. The FLORICA effort is providing a vital link between Florida and Costa Rica, and promotes closer ties between the academic and business communities which share a mutual interest in Costa Rica.

The FLORICA effort indicates the depth of Valencia's commitment to internationalization, and reveals the college's understanding of the central role that such a collaborative project can play in internationalizing the college. Sixteen Valencia faculty and staff and two Board members have visited Costa Rica as part of the FLORICA effort.

In addition to working to coordinate the more than 40 projects carried out under the FLORICA umbrella, Valencia has specific responsibility to assist in developing the capacity of the Colegio Universitario (C.UN.A.) to implement a comprehensive community college that:

- will have a measurable impact on the number of trained workers available to industry and the ability of industry to re-train workers as technology advances, and

- will provide services that foster community development, meeting vocational and avocational needs.

Valencia and C.UN.A. have worked since 1988 in needs assessment and planning for the development of a community college. Five major areas of need have been identified and will be addressed: facilities planning, information systems, academic programs, social action programs, and student services. By training C.UN.A. staff and faculty on-site and in Florida, we will develop the capacity of the C.UN.A. staff and faculty to function effectively in these areas that are key to the success of the community college.

The period of the 1970's and early 80's was a period of great expansion of higher education in Costa Rica. The Council of Rectors of Costa Rican Universities (CONARE), the organization in Costa Rica which signed the FLORICA Agreement, was created in 1974 as the coordinating body for the four public universities. CONARE has developed a plan for higher education for the period 1991-95 that addresses the importance of improving academic excellence in the public universities and assumes that coordination among them will be a major instrument to attain that goal. The government is involved in promoting technological and scientific development and adjusting the state structures to a new strategy for Costa Rica's development for the nineties; the universities are to be increasingly responsive to the needs of Costa Rican society.

The Colegio Universitario de Alajuela (C.UN.A.) is under the authority of the Minister of Education. In a recent meeting with FLORICA representatives, the Minister of Education expressed a real interest in the colegios universitarios (community colleges) of Costa Rica being able to better meet the needs of their respective communities and to educate more Costa Ricans to meet the technological needs of the country.

In order to attain a broader and sustained growth and enhance institutional development, the C.UN.A. is redefining its mission as follows: to meet the human resources needs in scientific/technical areas not being met by the university system; to address training needs to improve performance in public institutions and private enterprise and to respond to problems of the region.

To comply with this mission, the C.UN.A. must develop further its articulation and coordination with educational institutions, businesses and industries in Costa Rica as well as to strengthen its relationship with institutions in other nations, such as Valencia Community College. Two years ago the C.UN.A. appointed its Director of Research as its coordinator for the C.UN.A.-Valencia Project. The administration and faculty of the C.UN.A. have been totally supportive of the C.UN.A.-Valencia linkage.

Costa Rica is undergoing a transformation process in the political, economic and social areas. Its economy has been adjusted to work under more competitive conditions and its political system is becoming more democratic. Educational institutions are changing in order to respond to the social needs.

The Costa Rican Ministry of Education has selected the Colegio Universitario de Alajuela to serve its region by infusing the U.S. community college concept of education. The community college model can work well to provide the trained workers needed to build business and industry that can compete locally as well as internationally. Also, the community college model provides a method of fostering local community development via vocational and avocational courses.

Valencia Community College, ideally suited and linked importantly with FLORICA, has begun to develop these programs with C.UN.A. The community college is a new approach to transfer knowledge and technology developed in the institutions of higher education for improving the welfare of underserved areas of the country.

As the Congress considers the reauthorization of the Higher Education Act, Valencia urges consideration of two changes. Our request for these changes is rooted in the international experiences that are detailed above.

First, Valencia requests that funding be continued at least at current levels, and that paragraph (a) of Section 609 of the Act be amended to encourage the Secretary to enhance funding for the undergraduate programs in order to eventually reach a proportion of 20% of total funding for Part A. Section 604 is currently at about 10% of total Part A funds, and this is much too low to address the needs of over 3,000 U. S. undergraduate institutions.

This change is important from the standpoint of building a base upon which graduate and post-graduate foreign language, area and other international expertise may develop. It is also critical for those students whose careers will have an international dimension, such as in the technical and professional fields. The authorization of appropriations cap for Part A programs in Section 610 should be increased from $49 million to $102 million for FY 1992. Valencia's experience in integrating international dimensions to the college exemplifies that type of positive change that Part A funds can bring to undergraduate education.

Second, Valencia requests that paragraph (6) of the list of activities for undergraduate programs in Section 604(a) be modified to provide more flexibility for linking international programs among different types of postsecondary institutions, **including institutions in other nations**, and/or different levels of degree programs. The current language of paragraph (6) limits the interaction of undergraduate education with only terminal Master's degree programs.

The new language should broaden the authority, for example, to enable community colleges to tap the resources of four-year institutions and to utilize experiences with foreign institutions as a part of the strategy to internationalize their campuses. The use of a linkage with a foreign institution to strengthen the program of a U. S. institution is supported in the literature and in current practice, with the Valencia - C.UN.A. program detailed above as just one example.

Valencia Community College urges that these two changes be made to Title VI, and expresses its appreciation to the Congress for making funds available through Title VI that have enabled the college to create and maintain exemplary international education and foreign language programs.

Thank you for this opportunity to share our experiences and to comment on the importance of federal funding for international studies and foreign languages programs.

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